DOCUMENT RESUME

ED 254 812 CG 018 099

TITLE Title IV, Missing Children's Assistance Act. Hearing before the Subcommittee on Human Resources of the Committee on Education and Labor. House of Representatives, Ninety-Eighth Congress, Second Session on H.R. 4971 to Amend the Juvenile Justice and Delinquency Prevention Act of 1974 to Authorize Appropriations for Fiscal Years 1985 through 1989, and for Other Purposes. (Hearing Held in Chicago, Illinois, April 9, 1984).

INSTITUTION Congress of the U.S., Washington, D.C. House Committee on Education and Labor.

PUB DATE 85

NOTE 462p.; Some pages are marginally legible because of small print. For related documents on the Missing Children's Act, see ED 235 399 and CG 018 033.

PUB TYPE Legal/Legislative/Regulatory Materials (090)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.

DESCRIPTORS Adolescents; Child Custody; Children; *Educational Needs; Family Problems; *Federal Aid; *Federal Legislation; *Federal State Relationship; Hearings; Law Enforcement; Runaways; Sexual Abuse; *Victims of Crime

IDENTIFIERS Abductions; Congress 98th; *Missing Children

ABSTRACT

This document provides witness testimony and prepared statements from the Congressional hearing called to determine if the federal government, through the proposed legislation, can help in locating missing children and in assisting their families. The text of H.R. 4971 is given and is followed by statements from directors and representatives of various missing children organizations, an investigative reporter, and law enforcement personnel involved in missing children investigations. The need for national pooling of information; federal leadership, direction, and coordination in dealing with missing children; and federal assistance to now-fragmented state and local services are emphasized. The need for education is stressed and federal efforts to train and educate police officers, assist and counsel parents, collect data, and educate children on how to resist child molesters and abductors are considered. Ideas for involvement of the private sector are suggested. A guide to prevent abduction, pamphlets from organizations concerned with missing children, and numerous newspaper and magazine articles related to the topic of missing children are contained in the appendix. (NRB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED254817

TITLE IV, MISSING CHILDREN'S ASSISTANCE ACT

HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-EIGHTH CONGRESS

SECOND SESSION

ON

H.R. 4971

TO AMEND THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT OF 1974 TO AUTHORIZE APPROPRIATIONS FOR FISCAL YEARS 1985 THROUGH 1989, AND FOR OTHER PURPOSES

HEARING HELD IN CHICAGO, IL, ON APRIL 9, 1984

Printed for the use of the Committee on Education and Labor

CG 018099

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION

TITLE IV, MISSING CHILDREN'S ASSISTANCE ACT

HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

NINETY-EIGHTH CONGRESS

SECOND SESSION

ON

H.R. 4971

TO AMEND THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT OF 1974 TO AUTHORIZE APPROPRIATIONS FOR FISCAL YEARS 1985 THROUGH 1989, AND FOR OTHER PURPOSES

HEARING HELD IN CHICAGO, IL, ON APRIL 9, 1984

Printed for the use of the Committee on Education and Labor

CG 018099

U.S. GOVERNMENT PRINTING OFFICE

39-879 O WASHINGTON : 1985

COMMITTEE ON EDUCATION AND LABOR

CARL D. PERKINS, Kentucky, *Chairman*

AUGUSTUS F. HAWKINS, California
WILLIAM D. FORD, Michigan
JOSEPH M. GAYDOS, Pennsylvania
WILLIAM (BILL) CLAY, Missouri
MARIO BIAGGI, New York
IKE ANDREWS, North Carolina
PAUL SIMON, Illinois
GEORGE MILLER, California
AUSTIN J. MURPHY, Pennsylvania
BALTASAR CORRADA, Puerto Rico
DALE E. KILDEE, Michigan
PAT WILLIAMS, Montana
RAY KOGOVSEK, Colorado
MATTHEW G. MARTINEZ, California
MAJOR R. OWENS, New York
FRANK HARRISON, Pennsylvania
FREDERICK C. BOUCHER, Virginia
GARY L. ACKERMAN, New York
SALA BURTON, California
CHARLES A. HAYES, Illinois
DENNIS E. ECKART, Ohio
TIMOTHY J. PENNY, Minnesota

JOHN N. ERLENBORN, Illinois
JAMES M. JEFFORDS, Vermont
WILLIAM F. GOODLING, Pennsylvania
E. THOMAS COLEMAN, Missouri
THOMAS E. PETRI, Wisconsin
MARGE ROUKEMA, New Jersey
STEVE GUNDERSON, Wisconsin
STEVE BARTLETT, Texas
RON PACKARD, California
HOWARD C. NIELSON, Utah
ROD CHANDLER, Washington
THOMAS J. TAUKE, Iowa
JOHN McCAIN, Arizona

SUBCOMMITTEE ON HUMAN RESOURCES

IKE ANDREWS, North Carolina, *Chairman*

BALTASAR CORRADA, Puerto Rico
PAT WILLIAMS, Montana
MAJOR R. OWENS, New York
GEORGE MILLER, California
DENNIS E. ECKART, Ohio
CARL D. PERKINS, Kentucky
(Ex Officio)

THOMAS E. PETRI, Wisconsin
E. THOMAS COLEMAN, Missouri
MARGE ROUKEMA, New Jersey
ROD CHANDLER, Washington
(Ex Officio)

CONTENTS

	Page
Hearing held in Chicago, IL, on April 9, 1984	1
Text of H.R. 4971	03
Statement of—	
Agopian, Dr. Michael W., director, Child Stealing Research Center, Los Angeles, CA	102
Cartright, Lenora T., commissioner, city of Chicago, Department of Human Services	109
Otto, Linda, president, Find the Children, Los Angeles, CA, accompanied by Brad Kellett	50
Walsh, John, founder, Adam Walsh Child Resource Center, Fort Lauderdale, FL	44
Ward, Robert, deputy chief of police for criminal investigations, Indianapolis Police Department, Indianapolis, IN, accompanied by James Zagel, director, Illinois Department of Law Enforcement, Chicago, IL; Joe St. John, supervisor, Missing Persons Unit	112
Wooden, Kenneth, investigative reporter, ABC News "20/20," founder, National Coalition for Children's Justice	55
Zagel, James, director, Illinois Department of Law Enforcement, Chicago, IL	114
Prepared statements, letters, supplemental materials, etc.—	
Agopian, Dr. Michael W., director, Child Stealing Research Center, Los Angeles, CA, and chairman, California State Advisory Group on Juvenile Justice and Delinquency Prevention, Sacramento, CA:	
Letter to "Dear Congressman," dated March 30, 1984	92
Prepared statement of	84
"Reauthorization of the Juvenile Justice and Delinquency Prevention Act" article entitled	93
Cartright, Lenora T., commissioner, city of Chicago, Department of Human Services, prepared statement of	108
Wooden, Kenneth, investigative reporter, ABC News "20/20," founder, National Coalition for Children's Justice:	
"Confidential Catalog of Police and Investigation Equipment," booklet entitled	61
Prepared statement of	54

APPENDIX

ADAM, Viewers guide	179
American Bar Association, proposed missing children amendments to 42 U.S.C. section 5701 et seq	127
Find the Children:	
"America's Missing Children" article entitled	170
"Before This Hour Is Out 205 Children Will Be Reported Missing," pamphlet	171
"What Can You Do To Protect Your Children?" article entitled	169
"How To Protect Children, Take a Bite Out of Crime," booklet entitled	146
Hunt, James B., Jr., Governor, State of North Carolina, Raleigh, NC:	
"Child Exploitation, some pieces of the puzzle," article from Governor's Advocacy Council on Children and Youth, October 1984	312
Executive Order 107, Task Force on Missing Children	361
"Governor's Task Force on Missing Children," October 1984, booklet entitled	345
"Law Enforcement Response," article entitled	366
North Carolina Crime Control and Public Safety (for immediate release)	303

Page

Hunt, James B., Jr., Governor, State of North Carolina, Raleigh, NC—Continued
Remarks by Heman R. Clark, press conference, October 23, 1984 306
Marohn, Richard C., M.D., president, American Society for Adolescent Psychiatry, letter to Chairman Andrews, dated April 18, 1984 124
McConnell, Mitch, chairman, Kentucky Task Force on Exploited and Missing Children:
Letter to "Dear Concerned Citizen," dated February 1, 1984 with enclosure 144
Letter to Gordon Raley, staff director, Subcommittee on Human Resources, dated September 26, 1983, enclosing "Final Report of the Kentucky Task Force on Exploited and Missing Children 267
"McConnell Releases 18 Point Final Task Force Report on Exploited and Missing Children," article from Child Watch, Fall 1983 130
"National Center for Missing and Exploited Children," pamphlet entitled 379
Nevada Parent Teacher Association [PTA]:
"Missing Children" (resolution) 126
Motion signed by Debbra Kennedy, dated January 13, 1984 125
Newspaper and magazine articles:
"A Hidden Epidemic," special report, Newsweek, May 14, 1984 453
"Andrews Seeks Aid for Finding Missing Youths," article from the News and Observer, November 1, 1983 397
"Computer Has Its Eye on Kids," article entitled, from Daily News, September 19, 1983 385
"Drifter's Journey Left Trail of Death," article from the News and Observer, October 30, 1983 393
"Early Sexual Exploitation as an Influence in Prostitution," article from Social Work, Vol. 28, July/August 1983 423
"Fighting To Save Children," article from the News and Observer, October 11, 1983 384
"Hollywood Turns Kid For A Day But There's a Serious Reason—To Fight Childnapping," article from People Weekly, August 1, 1983 382
"I Think Somebody Has My Child," article from U.S. News & World Report, October 24, 1983 390
"Information Base on Serial Murders To Be Organized," article from the News and Observer, October 29, 1983 392
"Lost, Stolen, Slain: 50,000 Kids a Year," article from New York Post, September 20, 1983 386
"Missing Children," editorial, Capitol Broadcasting Co., Inc 400
"Missing and Runaway Children," article from Editorial Research Reports, February 11, 1983 401
"New Awareness of Missing Children," article from View, Los Angeles, Times, August 31, 1983 383
"Parents Agonize Over Lost Children," article from the News and Observer, October 31, 1983 395
"Sexual Exploitation of Children and Youth," State Legislative Report, vol. 8, No. 6, October 1983 428
"Slain Boy's Father Backs Bill for Help in Finding Children," article from the News and Observer, October 28, 1983 391
"State Publication Has Photos, Facts on Missing Persons," article entitled 399
"Stolen Children," special report, article from Newsweek, March 19, 1984. 440
"The Aftermath of 'Adam,'" article from USA Today, October 12, 1983 387
"The Tragedy of America's Missing Children," article from U.S. News & World Report, October 24, 1983 389
"TV's Massive Potential for Good," article from Milwaukee Journal, October 20, 1983 388
"U.S. to Open Cent on Missing Kids," article from Newsday, April 19, 1984 398
"Victims of Violence and Psychiatric Illness," excerpt from American Journal of Psychiatry, March 1984 447
Volkmer, Hon. Harold L., a Representative in Congress from the State of Missouri, letter to Chairman Andrews, dated April 30, 1984, enclosing a pamphlet 121
Wooden, Kenneth, investigative reporter, ABC News "20/20," founder, National Coalition for Children's Justice, "Child Lures, a Guide To Prevent Abduction," booklet entitled 133
Zagel, James, director, Illinois Department of Law Enforcement, Chicago, IL, report to the Illinois General Assembly on missing young adults 187

TITLE IV, MISSING CHILDREN'S ASSISTANCE ACT

MONDAY, APRIL 9, 1984

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
SUBCOMMITTEE ON HUMAN RESOURCES,
Chicago, IL.

The subcommittee met, pursuant to call, at 10 a.m., in the Ceremonial Courtroom, Dirksen Federal Building, Chicago, IL, Hon. Pat Williams presiding.

Members present: Representatives Williams, Simon, and Hayes.

Staff present: Gordon A. Raley, staff director; Deborah L. Hall, clerk; Denise R. Driver, legislative associate; Edward Larson, Republican assistant counsel for Human Resources.

Mr. WILLIAMS. Good morning. The hearing is called to order to consider the bill H.R. 4971, most specifically title IV of that bill, which is known as the Missing Children's Assistance Act.

I'm chairing this morning this hearing in place of the regular chairman, Congressman Ike Andrews, who has a longstanding commitment in North Carolina, and was not able to be with us here today.

My name is Pat Williams. I represent western Montana in the U.S. Congress.

Earlier this year Congressman Andrews introduced H.R. 4971, the Juvenile Justice, Runaway Youth, and Missing Children's Assistance Act Amendments of 1984, along with a bipartisan group of cosponsors. I believe all of us on the panel this morning are among those cosponsors. Congressman Paul Simon, in particular, should be congratulated and commended for his efforts in the original introduction of H.R. 4300, the Missing Children's Assistance Act of 1983, which was incorporated just this past week into H.R. 4971, during the markup of this subcommittee.

When dealing with a problem such as that of missing children, there is a tendency to depend heavily on statistics as a rationale for action. Indeed, we have statistics, and even the most conservative ones are sobering.

Somewhat more than 1 million children are reported missing each year, but the vast majority return home within a few days. Others stay away longer. Some of those run for good reasons. Too many are physically and even sexually abused at home. Others may, in fact, be pushed from their homes, throwaways. Title III of the Juvenile Justice Act, the Runaway and Homeless Youth Act, looks to their needs.

But another group are not runaways, pushaways, or throwaways. These children are removed from their homes against their will, and against the will of their parents. They are abducted—as many as 150,000 a year. These are the "statistics" with which we are concerned this morning.

Many of these "statistics"—these children—are abducted by people known to them. Perhaps estranged parents. This may seem less serious, but often these children suffer abuse and neglect when the reason for their abduction is revenge on a former spouse, rather than concern for that child.

Only about 10 percent of these "statistics"—these children—are returned to their legal parents. The remaining statistics are more frightening. They concern stranger abductions; many thousands each year. Some 4,000 children are found dead each year. The bodies of others are found but never identified. The lives of these children and those of their families are forever shattered.

Here hard statistics come alive for us:

Ann Gotlieb, age 12, vanished without a trace last summer from a shopping center near her Louisville home;

Ricky Barnett, age 2, was last seen in August 1982 playing on the farm where his grandparents work near Grangeville, ID;

Angela and Jodi Fout, ages 5 and 2, were in the care of a babysitter when two men abducted them from their home in Ohio;

Adam Walsh, Sarah Avon, Patricia Kellett, it is these children and their families, not statistics, which really bring us here today.

The problem is complex. It crosses State lines. Therefore, Federal leadership is being sought, and is essential if we are to develop a Federal solution for this grieveous problem. Things can be done with adequate information, ideas, and resources.

Much has already been accomplished to guide us. The 2-year-old Missing Children's Program within the FBI is now listing missing children in the national computer accessible to most police departments. That, thanks to Congressman Paul Simon.

Model programs have been developed in Florida, Kentucky, and here in Chicago.

NBC, through its made-for-TV program, "Adam," has demonstrated the effectiveness of public information programs. The Ralston Purina Corp. has initiated a public education effort to inform parents how to help their children recognize and avoid lures used by abductors.

Child Find, and the Child Stealing Research Center, have developed new ways to assist in locating children, and assisting their families. Yet, much remains to be done.

Our purpose this morning then is to determine if the Federal Government, through the legislation proposed in H.R. 4971, can be of help. If so, how can that help be more effective.

[Text of H.R. 4971 follows:]

98TH CONGRESS
2D SESSION

H. R. 4971

To amend the Juvenile Justice and Delinquency Prevention Act of 1974 to authorize appropriations for fiscal years 1985 through 1989, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 29, 1984

Mr. ANDREWS of North Carolina (for himself, Mr. PERKINS, Mr. PETRI, Mr. SIMON, and Ms. SNOWE) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To amend the Juvenile Justice and Delinquency Prevention Act of 1974 to authorize appropriations for fiscal years 1985 through 1989, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 TITLE I—GENERAL PROVISIONS

4 SHORT TITLE

5 SEC. 101. This Act may be cited as the "Juvenile Jus-
6 tice, Runaway Youth, and Missing Children's Act Amend-
7 ments of 1984".

1 FINDINGS

2 SEC. 102. Section 101(a) of the Juvenile Justice and
3 Delinquency Prevention Act of 1974 (42 U.S.C. 5601(a)) is
4 amended—

5 (1) in paragraph (1)—

6 (A) by striking out "account" and inserting
7 in lieu thereof "accounted", and

8 (B) by striking out "today" and inserting in
9 lieu thereof "in 1974 and for less than one-third
10 of such arrests in 1983",

11 (2) in paragraph (2) by inserting "and inade-
12 quately trained staff in such courts, services, and facili-
13 ties" after "facilities",

14 (3) in paragraph (3) by striking out "the countless,
15 abandoned, and dependent", and

16 (4) in paragraph (5) by striking out "prevented"
17 and inserting in lieu thereof "reduced".

18 PURPOSE

19 SEC. 103. Section 102(a) of the Juvenile Justice and
20 Delinquency Prevention Act of 1974 (42 U.S.C. 5602(a)) is
21 amended—

22 (1) in paragraph (1) by striking out "prompt" and
23 inserting in lieu thereof "ongoing",

1 (2) in paragraph (4) by striking out "an informa-
2 tion clearinghouse to disseminate" and inserting in lieu
3 thereof "the dissemination of", and
4 (3) in paragraph (7) by inserting "and homeless"
5 after "runaway".
6 DEFINITIONS
7 SEC. 104. Section 103 of the Juvenile Justice and De-
8 linquency Prevention Act of 1974 (42 U.S.C. 5603) is
9 amended—
10 (1) in paragraph (3)—
11 (A) by striking out "control,",
12 (B) by striking out "for neglected, aban-
13 doned, or dependent youth and other youth", and
14 (C) by inserting "juvenile" after "prevent",
15 (2) in paragraph (6) strike out "services," and
16 insert in lieu thereof "services),",
17 (3) in paragraph (14) by striking out "and" at the
18 end thereof,
19 (4) in paragraph (15) by striking out the period at
20 the end thereof and inserting in lieu thereof "; and",
21 and
22 (5) by adding at the end thereof the following new
23 paragraph:
24 "(16) the term 'valid court order' means a court
25 order given by a juvenile court judge to a juvenile who

1 has been brought into court. In order to be in violation
2 of a valid court order, the juvenile must first have been
3 brought into the court and made subject to a court
4 order. The juvenile in question would have to have re-
5 ceived adequate and fair warning of the consequences
6 of violation of the order at the time it was issued. The
7 use of the word 'valid' permits the incarceration of ju-
8 veniles for violation of a valid court order only if they
9 received their full due process rights as specifically
10 enumerated by the United States Supreme Court.".

11 TITLE II—JUVENILE JUSTICE AND
12 DELINQUENCY PREVENTION

13 OFFICE OF JUVENILE JUSTICE AND DELINQUENCY
14 PREVENTION

15 SEC. 201. Section 201 of the Juvenile Justice and De-
16 linquency Prevention Act of 1974 (42 U.S.C. 5611) is
17 amended—

18 (1) striking out subsection (e),

19 (2) by amending subsection (f) to read as follows:

20 "(e) There shall be in the Office a Deputy Administrator
21 who shall be appointed by the Attorney General and whose
22 function shall be to supervise and direct the National Insti-
23 tute for Juvenile Justice and Delinquency Prevention estab-
24 lished by section 241 of this Act. The Deputy Administrator
25 shall also perform such functions as the Administrator may

1 from time to time assign or delegate and shall act as the
2 Administrator during the absence or disability of the Admin-
3 istrator.", and

4 (3) by striking out subsection (g).

5 TECHNICAL AMENDMENTS

6 SEC. 202. (a) Section 202(a) of the Juvenile Justice and
7 Delinquency Prevention Act of 1974 (42 U.S.C. 5612(a)) is
8 amended by striking out "him" and inserting in lieu thereof
9 "the Administrator".

10 (b) Section 202(c) of the Juvenile Justice and Delin-
11 quency Prevention Act of 1974 (42 U.S.C. 5612(c)) is
12 amended—

13 (1) by striking out "him" and inserting in lieu
14 thereof "the Administrator", and

15 (2) by striking out "his functions" and inserting in
16 lieu thereof "the functions of the Administrator".

17 CONCENTRATION OF FEDERAL EFFORTS

18 SEC. 203. (a) Section 204(a) of the Juvenile Justice and
19 Delinquency Prevention Act of 1974 (42 U.S.C. 5614(a)) is
20 amended by striking out "his functions" and inserting in lieu
21 thereof "the functions of the Administrator".

22 (b) Section 204(b)(2) of the Juvenile Justice and Delin-
23 quency Prevention Act of 1974 (42 U.S.C. 5614(b)) is
24 amended—

1 (1) in paragraph (2) by striking out "he" and in-
2 serting in lieu thereof "the Administrator", and
3 (2) in paragraph (4) by striking out "he" and in-
4 serting in lieu thereof "the Administrator".
5 (c) Section 204(e) the Juvenile Justice and Delinquency
6 Prevention Act of 1974 (42 U.S.C. 5614(e)) is amended by
7 striking out "subsection ('l')" and inserting in lieu thereof
8 "subsection (l)".
9 (d) Section 204(f) of the Juvenile Justice and Delin-
10 quency Prevention Act of 1974 (42 U.S.C. 5614(f)) is
11 amended—
12 (1) by striking out "him" and inserting in lieu
13 thereof "the Administrator", and
14 (2) by striking out "he" and inserting in lieu
15 thereof "the Administrator".
16 (e) Section 204(g) of the Juvenile Justice and Delin-
17 quency Prevention Act of 1974 (42 U.S.C. 5614(g)) is
18 amended by striking out "his functions" and inserting in lieu
19 thereof "the functions of the Administrator".
20 (f) Section 204(i) of the Juvenile Justice and Delin-
21 quency Prevention Act of 1974 (42 U.S.C. 5614(i)) is amend-
22 ed—
23 (1) by striking out "title" and inserting in lieu
24 thereof "section", and

1 (2) by striking out "he" and inserting in lieu
2 thereof "the Administrator".
3 (g) Section 204(l) of the Juvenile Justice and Delin-
4 quency Prevention Act of 1974 (42 U.S.C. 5614(l)) is
5 amended—
6 (1) in paragraph (1)—
7 (A) by striking out "section 204(d)(1)" and
8 inserting in lieu thereof "subsection (d)(1)", and
9 (B) by striking out "section 204(f)" and in-
10 serting in lieu thereof "subsection (f)",
11 (2) in paragraph (2)—
12 (A) by striking out "subsection ('l')" and in-
13 serting in lieu thereof "paragraph (1)", and
14 (B) by striking out "section 204(e)" each
15 place it appears and inserting in lieu thereof "sub-
16 section (e)", and
17 (3) in paragraph (3)—
18 (A) by striking out "him" and inserting in
19 lieu thereof "the Administrator", and
20 (B) by striking out "subsection ('l')" and in-
21 serting in lieu thereof "paragraph (1)".
22 (h) Section 204(m) of the Juvenile Justice and
23 Delinquency Prevention Act of 1974 (42 U.S.C. 5614(m)) is
24 amended by striking out "7.5 percent" and inserting in lieu
25 thereof "4 percent".

1 COORDINATING COUNCIL ON JUVENILE JUSTICE AND
2 DELINQUENCY PREVENTION

3 SEC. 204. (a) Section 206(a)(1) of the Juvenile Justice
4 and Delinquency Prevention Act of 1974 (42 U.S.C.
5 5616(a)(1)) is amended by striking out "Community Services
6 Administration" and inserting in lieu thereof "Office of Com-
7 munity Services".

8 (b) Section 206(c) of the Juvenile Justice and Delin-
9 quency Prevention Act of 1974 (42 U.S.C. 5616(c)) is
10 amended by striking out "deliquency" and inserting in lieu
11 thereof "delinquency".

12 (c) Section 206(e) of the Juvenile Justice and Delin-
13 quency Prevention Act of 1974 (42 U.S.C. 5616(e)) is
14 amended by striking out "he" and inserting in lieu thereof
15 "the Administrator".

16 (d) Section 206(g) of the Juvenile Justice and Delin-
17 quency Prevention Act of 1974 (42 U.S.C. 5616(g)) is
18 amended by striking out "$500,000" and insert in lieu there-
19 of "$200,000".

20 NATIONAL ADVISORY COMMITTEE FOR JUVENILE JUSTICE
21 AND DELINQUENCY PREVENTION

22 SEC. 205. (a) Section 207(a) of the Juvenile Justice and
23 Delinquency Prevention Act of 1974 (42 U.S.C. 5617(a)) is
24 amended—

25 (1) in paragraph (2)—

1 (A) by striking out "and persons" and insert-
2 ing in lieu thereof "persons",
3 (B) by inserting "the family," after "prob-
4 lems of", and
5 (C) by inserting before the period at the end
6 thereof the following: "; members of State adviso-
7 ry groups appointed pursuant to section 223(a)(3)
8 of this title; and local and State elected officials",
9 and
10 (2) in paragraph (3) by inserting after "(3)" the
11 following: "At least 2 of the individuals appointed as
12 members of the Advisory Committee shall be residents
13 of rural areas.".
14 (b) Section 207(b)(2) of the Juvenile Justice and Delin-
15 quency Prevention Act of 1974 (42 U.S.C. 5617(b)(2)) is
16 amended by striking out "may" and inserting in lieu thereof
17 "shall".
18 (c) Section 207(h) of the Juvenile Justice and Delin-
19 quency Prevention Act of 1974 (42 U.S.C. 5617(h)) is
20 amended by striking out "$500,000" and inserting in lieu
21 thereof "$200,000".
22 TECHNICAL AMENDMENTS
23 SEC. 206. (a) The Juvenile Justice and Delinquency
24 Prevention Act of 1974 (42 U.S.C. 5601 et seq.) is amended

1 by inserting after the heading for subpart I of part B of title
2 II the following new heading for section 221:
3 "AUTHORITY TO MAKE GRANTS".
4 (b) Section 222(b) of the Juvenile Justice and Delin-
5 quency Prevention Act of 1974 (42 U.S.C. 5632(b)) is
6 amended—
7 (1) by striking out "and the Trust Territory" and
8 inserting in lieu thereof "the Trust Territory", and
9 (2) by inserting ", and the Commonwealth of the
10 Northern Mariana Islands" after "Pacific Islands".
11 STATE PLANS
12 SEC. 207. (a) Section 223(a) of the Juvenile Justice and
13 Delinquency Prevention Act of 1974 (42 U.S.C. 5633(a)) is
14 amended—
15 (1) paragraph (3)—
16 (A) by amending subparagraph (C) to read as
17 follows:
18 "(C) which shall include (i) representatives of pri-
19 vate organizations, including those with a special focus
20 on maintaining and strengthening the family unit, those
21 concerned with delinquency prevention and treatment
22 and with neglected or dependent children, and those
23 concerned with the quality of juvenile justice, educa-
24 tion, or social services for children; (ii) representatives
25 of organizations which utilize volunteers to work with

1 delinquents or potential delinquents; (iii) representatives
2 of community based delinquency prevention or treat-
3 ment programs; (iv) representatives of business groups
4 or businesses employing youth; (v) youth workers in-
5 volved with alternative youth programs; and (vi) per-
6 sons with special experience and competence in ad-
7 dressing the problems of the family, school violence
8 and vandalism, and learning disabilities,", and
9 (B) in subparagraph (F)—
10 (i) in clause (ii) by striking out "para-
11 graph (12)(A) and paragraph (13)" and in-
12 serting in lieu thereof "paragraphs (12), (13),
13 and (14)", and
14 (ii) in clause (iv) by striking out "para-
15 graph (12)(A) and paragraph (13)" and in-
16 serting in lieu thereof "paragraphs (12), (13),
17 and (14)",
18 (2) in paragraph (9) by inserting "special educa-
19 tion," after "education,",
20 (3) in paragraph (10)—
21 (A) in subparagraph (E) by inserting ", in-
22 cluding programs to counsel delinquent youth and
23 other youth regarding the opportunities which
24 education provides" before the semicolon at the
25 end thereof,

(B) in subparagraph (F) by inserting "and
2 their families" before the semicolon at the end
3 thereof,
4 (C) in subparagraph (H)—
5 (i) in clause (iii) by striking out "or" at
6 the end thereof,
7 (ii) in clause (iv) by inserting "or" at
8 the end thereof, and
9 (iii) by adding at the end thereof the fol-
10 lowing new clause:
11 "(v) involve parents and other family
12 members in addressing the delinquency-relat-
13 ed problems of juveniles;",
14 (D) in subparagraph (I) by striking out "and"
15 at the end thereof,
16 (E) in subparagraph (J) by inserting "and"
17 at the end thereof, and
18 (F) by adding at the end thereof the follow-
19 ing new subparagraph:
20 "(K) programs and projects designed to pro-
21 vide for the treatment of juveniles' dependence on
22 or abuse of alcohol or other addictive or nonaddic-
23 tive drugs;",
24 (4) by amending paragraph (12) to read as fol-
25 lows:

1 "(12)(A) provide within three years after submis-
2 sion of the initial plan that juveniles who—
3 "(i) are charged with or have committed of-
4 fenses that would not be criminal if committed by
5 an adult;
6 "(ii) have committed offenses which are not
7 found to constitute violations of valid court orders;
8 or
9 "(iii) are such nonoffenders as dependent or
10 neglected children;
11 shall not be placed in secure detention facilities or
12 secure correctional facilities; and
13 "(B) provide that the State shall submit annual
14 reports to the Administrator containing a review of the
15 progress made by the State to achieve the deinstitu-
16 tionalization of juveniles described in subparagraph (A)
17 and a review of the progress made by the State to pro-
18 vide that such juveniles, if placed in facilities, are
19 placed in facilities which—
20 "(i) are the least restrictive alternatives ap-
21 propriate to the needs of the child and the com-
22 munity involved;
23 "(ii) are in reasonable proximity to the family
24 and the home communities of such juveniles, and

1 "(iii) provide the services described in section
2 103(1);".
3 (5) by amending paragraph (14) to read as
4 follows:
5 "(14) provide that, beginning after the 5-year
6 period following December 8, 1980, no juvenile shall
7 be detained or confined in any jail or lockup for adults,
8 except that the Administrator shall, through 1989, pro-
9 mulgate regulations which make exceptions with
10 regard to the detention of juveniles accused of non-
11 status offenses who are awaiting an initial court ap-
12 pearance pursuant to an enforceable State law requir-
13 ing such appearances within 24 hours of custody (ex-
14 cluding weekends and holidays) provided that such ex-
15 ceptions are limited to areas which—
16 "(i) are outside a Standard Metropolitan Sta-
17 tistical Area,
18 "(ii) have no existing acceptable alternative
19 placement available, and
20 "(iii) are in compliance with the provisions of
21 paragraph (13).".
22 (6) in paragraph (18)—
23 (A) by striking out "arrangements are made"
24 and inserting in lieu thereof "arrangements shall
25 be made",

1 (B) by striking out "Act. Such" and inserting
2 in lieu thereof "Act and shall provide for the
3 terms and conditions of such protective arrange-
4 ments established pursuant to this section, and
5 such",
6 (C) in subparagraph (D) by inserting "and"
7 at the end thereof,
8 (D) in subparagraph (E) by striking out the
9 period at the end thereof and inserting in lieu
10 thereof a semicolon, and
11 (E) by striking out the last sentence of such
12 paragraph,
13 (7) by striking out the last sentence thereof,
14 (8) by redesignating paragraphs (17), (18), (19),
15 (20), (21), and (22) as paragraphs (18), (19), (20), (21),
16 (22) and (23), respectively, and
17 (9) by inserting after paragraph (16) the following
18 new paragraph:
19 "(17) provide assurance that consideration will be
20 given to and that assistance will be available for ap-
21 proaches designed to strengthen and maintain the
22 family units of delinquent and other youth to prevent
23 juvenile delinquency. Such approaches should include
24 the involvement of grandparents or other extended
25 family members when possible and appropriate;".

1 GRANTS AND CONTRACTS

2 SEC. 208. Section 224 of the Juvenile Justice and De-
3 linquency Prevention Act of 1974 (42 U.S.C. 5601 et seq.) is
4 amended to read as follows:

5 "AUTHORITY TO MAKE GRANTS AND CONTRACTS

6 "SEC. 224. (a) From not less than 15 percent, but not
7 more than 25 percent, of the funds appropriated to carry out
8 this part, the Administrator shall, by making grants to and
9 entering into contracts with public and private nonprofit
10 agencies, organizations, institutions, or individuals to do each
11 of the following during each fiscal year:

12 "(1) develop and maintain community based alter-
13 natives to traditional forms of institutionalization of ju-
14 venile offenders;

15 "(2) develop and implement effective means of di-
16 verting juveniles from the traditional juvenile justice
17 and correctional system, including restitution and rec-
18 onciliation projects which test and validate selected ar-
19 bitration models, such as neighborhood courts or
20 panels, and increase victim satisfaction while providing
21 alternatives to incarceration for detained or adjudicated
22 delinquents;

23 "(3) develop statewide programs through the use
24 of subsidies or other financial incentives designed to—

1 "(A) remove juveniles from jails and lockups
2 for adults;
3 "(B) replicate juvenile programs designated
4 as exemplary by the National Institute of Justice;
5 or
6 "(C) establish and adopt, based upon the rec-
7 ommendations of the Advisory Committee, stand-
8 ards for the improvement of juvenile justice within
9 each State involved;
10 "(4) develop and support programs to encourage
11 the improvement of due process available to juveniles
12 in the juvenile justice system;
13 "(5) develop and implement model programs, re-
14 lating to the special education needs of delinquent and
15 other youth, which develop locally coordinated policies
16 and programs among education, juvenile justice, and
17 social service agencies; and
18 "(6) develop model programs to strengthen and
19 maintain the family unit in order to prevent or treat
20 juvenile delinquency.
21 "(b) From any special emphasis funds remaining availa-
22 ble after grants and contracts are made under subsection (a),
23 but not to exceed 10 percent of the funds appropriated to
24 carry out this part, the Administrator is authorized, by
25 making grants to and entering into contracts with public and

1 private nonprofit agencies, organizations, institutions, or indi-
2 viduals, to develop and implement new approaches, tech-
3 niques, and methods designed to—

4 "(1) improve the capability of public and private
5 agencies and organizations to provide services for de-
6 linquents and other youth to help prevent juvenile de-
7 linquency;

8 "(2) develop and implement, in coordination with
9 the Secretary of Education, model programs and meth-
10 ods to keep students in elementary and secondary
11 schools and to prevent unwarranted and arbitrary sus-
12 pensions and expulsions and to encourage new ap-
13 proaches and techniques with respect to the prevention
14 of school violence and vandalism;

15 "(3) develop and support programs stressing advo-
16 cacy activities aimed at improving services to youth
17 impacted by the juvenile justice system;

18 "(4) develop, implement, and support, in conjunc-
19 tion with the Secretary of Labor, other public and pri-
20 vate agencies and organizations and business and in-
21 dustry programs for youth employment;

22 "(5) develop and support programs designed to
23 encourage and enable State legislatures to consider and
24 further the purposes of this title, both by amending

1 State laws if necessary, and devoting greater resources
2 to those purposes;
3 "(6) develop and implement programs relating to
4 juvenile delinquency and learning disabilities, including
5 on-the-job training programs to assist law enforcement
6 personnel and juvenile justice personnel to more effec-
7 tively recognize and provide for learning disabled and
8 other handicapped juveniles; and
9 "(7) develop and implement special emphasis pre-
10 vention and treatment programs relating to juveniles
11 who commit serious crimes.
12 "(c) Not less than 30 percent of the funds available for
13 grants and contracts under this section shall be available for
14 grants to and contracts with private nonprofit agencies, orga-
15 nizations, or institutions which have had experience in deal-
16 ing with youth.
17 "(d) Assistance provided under this section shall be
18 available on an equitable basis to deal with female, minority,
19 and disadvantaged youth, including mentally, emotionally, or
20 physically handicapped youth.
21 "(e) Not less than 5 percent of the funds available for
22 grants and contracts under this section shall be available for
23 grants and contracts designed to address the special needs
24 and problems of juvenile delinquency in the Virgin Islands,
25 Guam, American Samoa, the Trust Territory of the Pacific

1 Islands, and the Commonwealth of the Northern Mariana Is-
2 lands.".

3 APPROVAL OF APPLICATIONS

4 SEC. 209. (a) Section 225(b) of the Juvenile Justice and
5 Delinquency Prevention Act of 1974 (42 U.S.C. 5635(b)) is
6 amended—

7 (1) in paragraph (2) by inserting "(such purpose or
8 purposes shall be specifically identified in such applica-
9 tion)" before the semicolon,

10 (2) in paragraph (5) by striking out ", when ap-
11 propriate" and inserting in lieu thereof "(if such local
12 agency exists)", and

13 (3) in paragraph (8) by striking out "indicate" and
14 inserting in lieu thereof "attach a copy of".

15 (b) Section 225(c) of the Juvenile Justice and Delin-
16 quency Prevention Act of 1974 (42 U.S.C. 5635(c)) is
17 amended—

18 (1) by inserting "and for contracts" after "for
19 grants", and

20 (2) in paragraph (4) by striking out "delinquents
21 and other youth to help prevent delinquency" and in-
22 serting in lieu thereof "address juvenile delinquency
23 and juvenile delinquency prevention".

24 (c) Section 225 of the Juvenile Justice and Delinquency
25 Prevention Act of 1974 (42 U.S.C. 5635) is amended—

1 (1) by redesignating subsection (d) as subsection
2 (e), and
3 (2) inserting after subsection (c) the following new
4 subsection:
5 "(d) New programs selected after the effective date of
6 the Juvenile Justice and Delinquency Prevention Act
7 Amendments of 1984 for assistance under section 224 shall
8 be selected through a competitive process to be established
9 by the Administrator. As part of such process, the Adminis-
10 trator shall announce publicly the availability of funds for
11 such assistance, the general criteria applicable to the selec-
12 tion of applicants to receive such assistance, and a descrip-
13 tion of the processes applicable to submitting and reviewing
14 applications for such assistance.".
15 (d) Section 225 of the Juvenile Justice and Delinquency
16 Prevention Act of 1974 (42 U.S.C. 5035) is amended by
17 adding at the end thereof the following new subsection:
18 "(f) Notification of grants and contracts made under sec-
19 tion 224 (and the applications submitted for such grants and
20 contracts) shall, upon being made, be transmitted by the Ad-
21 ministrator, to the chairman of the Committee on Education
22 and Labor of the House of Representatives and the chairman
23 of the Committee on the Judiciary of the Senate.".

1 USE OF FUNDS

2 SEC. 210. Section 227(c) of the Juvenile Justice and
3 Delinquency Prevention Act of 1974 (42 U.S.C. 5637(c)) is
4 amended by striking out "section 224(a)(7)" each place it
5 appears and inserting in lieu thereof "section 224(b)(3)".

6 PAYMENTS

7 SEC. 211. (a) Section 228(a) of the Juvenile Justice and
8 Delinquency Prevention Act of 1974 (42 U.S.C. 5638(a)) is
9 amended by striking out "he" and inserting in lieu thereof
10 "the Administrator".

11 (b) Section 228(d) of the Juvenile Justice and Delin-
12 quency Prevention Act of 1974 (42 U.S.C. 5638(d)) is
13 amended by striking out "he" and inserting in lieu thereof
14 "the Administrator".

15 (c) Section 228(e) of the Juvenile Justice and Delin-
16 quency Prevention Act of 1974 (42 U.S.C. 5638(e)) is
17 amended—

18 (1) by striking out "him" and inserting in lieu
19 thereof "the Administrator", and

20 (2) by striking out "section 224(a)(5)" and insert-
21 ing in lieu thereof "section 224(a)(3)".

22 NATIONAL INSTITUTE FOR JUVENILE JUSTICE AND
23 DELINQUENCY PREVENTION

24 SEC. 212. (a) The Juvenile Justice and Delinquency
25 Prevention Act of 1974 (42 U.S.C. 5601 et seq.) is amended

1 by inserting after the heading for part C of title II the follow-
2 ing new heading for section 241:
3 "ESTABLISHMENT OF NATIONAL INSTITUTE FOR
4 JUVENILE JUSTICE AND DELINQUENCY PREVENTION".
5 (b) Section 241(b) of the Juvenile Justice and Delin-
6 quency Prevention Act of 1974 (42 U.S.C. 5651(b)) is
7 amended by striking out "section 201(f)" and inserting in lieu
8 thereof "section 201(e)".
9 (c) Section 241(d) of the Juvenile Justice and Delin-
10 quency Prevention Act of 1974 (42 U.S.C. 5651(d)) is
11 amended to read as follows:
12 "(d) It shall be the purpose of the Institute to provide—
13 "(1) a coordinating center for the collection, prep-
14 aration, and dissemination of useful data regarding the
15 prevention and treatment of juvenile delinquency; and
16 "(2) appropriate training (including training de-
17 signed to strengthen and maintain the family unit) for
18 representatives of Federal, State, local law enforce-
19 ment officers, teachers and special education personnel,
20 family counselors, child welfare workers, juvenile
21 judges and judicial personnel, probation personnel, cor-
22 rectional personnel (including volunteer lay personnel),
23 persons associated with law-related education, youth
24 workers, and representatives of private agencies and

1 organizations with specific experience in the prevention
2 and treatment of juvenile delinquency.".
3 (d) The Juvenile Justice and Delinquency Prevention
4 Act of 1974 (42 U.S.C. 5601 et seq.) is amended—
5 (1) by redesignating subsection (f) as subsection
6 (g),
7 (2) by inserting after subsection (e) the following
8 new subsection:
9 "(f) The Administrator, acting through the Institute,
10 shall provide, not less frequently than once every two years,
11 for a national conference of member representatives from
12 State advisory groups for the purpose of disseminating infor-
13 mation, data, standards, advanced techniques, and program
14 models developed through the Institute.", and
15 (3) by adding at the end thereof the following new
16 subsection:
17 "(d) Any grant or contract made under this part after
18 the effective date of the Juvenile Justice and Delinquency
19 Prevention Act Amendments of 1984 shall be selected
20 through a competitive process to be established by the Ad-
21 ministrator. As part of such process, the Administrator shall
22 announce publicly the availability of funds for such grant or
23 contract, the general criteria applicable to the selection of
24 applicants to receive such grant or contract, and a description

1 of the processes applicable to submitting and reviewing appli-
2 cations for such grant or contract.".

3 RESEARCH, DEMONSTRATION, AND EVALUATION
4 FUNCTIONS

5 SEC. 213. Section 243 of the Juvenile Justice and De-
6 linquency Prevention Act of 1974 (42 U.S.C. 5653) is
7 amended—

8 (1) in paragraph (4) by striking out "Associate",
9 and

10 (2) in paragraph (5) by striking out "recreation
11 and" and inserting in lieu thereof "familial relation-
12 ships, recreation, and".

13 TRAINING FUNCTIONS

14 SEC. 214. Section 244 of the Juvenile Justice and De-
15 linquency Prevention Act of 1974 (42 U.S.C. 5654) is
16 amended—

17 (1) in paragraph (1)—

18 (A) by striking out "or who are" and insert-
19 ing in lieu thereof "working with or", and

20 (B) by striking out "and juvenile offenders"
21 and inserting in lieu thereof ", juvenile offenders,
22 and their families",

23 (2) in paragraph (2) by striking out "workshop"
24 and inserting in lieu thereof "workshops", and

1 (3) in paragraph (3) by striking out "teachers"
2 and all that follows through the end thereof and insert-
3 ing in lieu thereof the following: "teachers and special
4 education personnel, family counselors, child welfare
5 workers, juvenile judges and judicial personnel, proba-
6 tion personnel (including volunteer lay personnel), per-
7 sons associated with law-related education, youth
8 workers, and organizations with specific experience in
9 the prevention and treatment of juvenile delinquency;
10 and".

11 ESTABLISHMENT OF TRAINING PROGRAM

12 SEC. 215. Section 248(b) of the Juvenile Justice and
13 Delinquency Prevention Act of 1974 (42 U.S.C. 5659(b)) is
14 amended to read as follows:

15 "(b) Enrollees in the training program established under
16 this section shall be drawn from correctional and law enforce-
17 ment personnel, teachers and special education personnel,
18 family counselors, child welfare workers, juvenile judges and
19 judicial personnel, correctional personnel (including volunteer
20 lay personnel), persons associated with law-related education,
21 youth workers, and representatives of private agencies and
22 organizations with specific experience in the prevention and
23 treatment of juvenile delinquency.".

1 TRAINING PROGRAM

2 SEC. 216. (a) The heading for section 250 of the Juve-
3 nile Justice and Delinquency Prevention Act of 1974 (42
4 U.S.C. 5661) is amended to read as follows:

5 "PARTICIPATION IN TRAINING PROGRAM AND STATE
6 ADVISORY GROUP CONFERENCES".

7 (b) Section 250(c) of the Juvenile Justice and Delin-
8 quency Prevention Act of 1974 (42 U.S.C. 5661(c)) is
9 amended to read as follows:

10 "(c) While participating as a trainee in the program es-
11 tablished under section 248 or while participating in any con-
12 ference held under section 241(f), and while traveling in con-
13 nection with such participation, each person so participating
14 shall be allowed travel expenses, including a per diem allow-
15 ance in lieu of subsistence, in the same manner as persons
16 employed intermittently in Government service are allowed
17 travel expenses under section 5703 of title 5, United States
18 Code. No consultation fee may be paid to such person for
19 such participation.".

20 ESTABLISHMENT OF LAW-RELATED EDUCATION
21 RESOURCE CENTER

22 SEC. 217. The Juvenile Justice and Delinquency Pre-
23 vention Act of 1974 (42 U.S.C. 5601 et seq.) is amended by
24 inserting after section 250 the following new section:

39-879 O - 85 - 3

1 "LAW-RELATED EDUCATION RESOURCE CENTER

2 "SEC. 251. (a) There is hereby established within the
3 Institute a Law-Related Education Resource Center (re-
4 ferred to in this part as the 'Center').

5 "(b) The Administrator, through the Center, is author-
6 ized to provide, either directly or through grants or contracts,
7 for—

8 "(1) technical assistance at the Federal, State,
9 and local levels to public and private educational agen-
10 cies and institutions to implement and replicate law-re-
11 lated education delinquency prevention programs;

12 "(2) delinquency prevention training programs and
13 materials for persons who are responsible for the im-
14 plementation of law-related education programs in ele-
15 mentary and secondary schools;

16 "(3) research, demonstration, and evaluation pro-
17 grams designed to determine the most effective means
18 of implementing and replicating law-related education
19 programs in order to maximize their potential for delin-
20 quency prevention; and

21 "(4) dissemination of information concerning the
22 findings of such research, demonstration, and evalua-
23 tion programs.

24 "(c) For purposes of this section the term 'law-related
25 education' means education which provides nonlawyers, es-

1 pecially students, with knowledge and skills pertaining to the
2 law, the legal process, and the legal system, and the funda-
3 mental principles and values upon which these are based.
4 "(d) Not less than 15 percent, but not more than 20
5 percent, of the funds available to carry out this part, shall be
6 available to carry out the purposes of this section.".

7 AUTHORIZATION OF APPROPRIATIONS

8 SEC. 218. (a) The Juvenile Justice and Delinquency
9 Prevention Act of 1974 (42 U.S.C. 5601 et seq.) is amended
10 by inserting after the heading for part D of title II the follow-
11 ing new heading for section 261:

12 "AUTHORIZATION OF APPROPRIATIONS".

13 (b) The first sentence of section 261(a) of the Juvenile
14 Justice and Delinquency Prevention Act of 1974 (42 U.S.C.
15 5671(a)) is amended—

16 (1) by striking out "ending September 30, 1981"
17 and all that follows through "1983, and September
18 30,", and

19 (2) by inserting before the period the following:
20 ", 1985, 1986, 1987, 1988, and 1989".

21 (c) Section 261(b) of the Juvenile Justice and Delin-
22 quency Prevention Act of 1974 (42 U.S.C. 5671(b)) is
23 amended by striking out "section 261(a) of the Juvenile Jus-
24 tice and Delinquency Prevention Act of 1974" and inserting
25 in lieu thereof "subsection (a)".

1 (d) Section 261 of the Juvenile Justice and Delinquency
2 Prevention Act of 1974 (42 U.S.C. 5671) is amended—
3 (1) by redesignating subsection (c) as subsection
4 (d),
5 (2) by inserting after subsection (b) the following
6 new subsection:
7 "(c) Of such sums as are appropriated to carry out the
8 purposes of this title—
9 "(1) not to exceed 4 percent shall be available to
10 carry out part A;
11 "(2) not less that 85 percent shall be available to
12 carry out part B; and
13 "(3) 11 percent shall be available to carry out
14 part C.", and
15 (3) by adding at the end thereof the following new
16 subsection:
17 "(e) No funds appropriated to carry out the purposes of
18 this title may be used for any bio-medical or behavior control
19 experimentation on individuals or any research involving
20 such experimentation.".

21 TITLE III—RUNAWAY AND HOMELESS YOUTH

22 RULES

23 SEC. 301. Section 303 of the Runaway and Homeless
24 Youth Act (42 U.S.C. 5702) is amended to read as follows:

1 "RULES

2 "SEC. 303. The Secretary of Health and Human Serv-
3 ices (hereinafter in this title referred to as the 'Secretary')
4 may issue such rules as the Secretary considers necessary or
5 appropriate to carry out the purposes of this title.".

6 PURPOSES OF GRANT PROGRAM

7 SEC. 302. (a) Section 311(a) of the Runaway and
8 Homeless Youth Act (42 U.S.C. 5711(a)) is amended by in-
9 serting "and their families" before the period at the end
10 thereof.

11 (b) Section 311(b) of the Runaway and Homeless Youth
12 Act (42 U.S.C. 5711(b)) is amended by inserting "and to the
13 families of such juveniles" before the period at the end there-
14 of.

15 ELIGIBILITY

16 SEC. 303. Section 312(b) of the Runaway and Homeless
17 Youth Act (42 U.S.C. 5712) is amended—

18 (1) in paragraph (2) by striking out "portion" and
19 inserting in lieu thereof "proportion",

20 (2) in paragraph (3) by striking out "(if such
21 action is required by State law)",

22 (3) in paragraph (5) by striking out "parents" and
23 inserting in lieu thereof "families", and

24 (4) in paragraph (6) by striking out "parents" and
25 inserting in lieu thereof "family members".

1 GRANTS TO PRIVATE AGENCIES, STAFFING

2 SEC. 304. Section 314 of the Runaway and Homeless
3 Youth Act (42 U.S.C. 5614) is amended by striking out
4 "house" and inserting in lieu thereof "center".

5 REORGANIZATION

6 SEC. 305. Part C of the Runaway and Homeless Youth
7 Act (42 U.S.C. 5741) is repealed.

8 AUTHORIZATION OF APPROPRIATIONS

9 SEC. 306. (a) Part D of the Runaway and Homeless
10 Youth Act (42 U.S.C. 5651) is redesignated as part C.

11 (b) The Runaway and Homeless Youth Act (42 U.S.C.
12 5601 et seq.) is amended by inserting after the heading for
13 part D the following new heading for section 341:

14 "AUTHORIZATION OF APPROPRIATIONS".

15 (c) Section 341(a) of the Runaway and Homeless Youth
16 Act (42 U.S.C. 5751(a)) is amended by striking out "each of
17 the fiscal years" and all that follows through the period at
18 the end thereof and inserting in lieu thereof "$25,000,000 for
19 fiscal year 1984; $26,250,000 for fiscal year 1985;
20 $27,600,000 for fiscal year 1986; $28,950,000 for fiscal year
21 1987; $30,400,000 for fiscal year 1988; and $31,900,000 for
22 fiscal year 1989.".

23 (d) Section 341(b) of the Runaway and Homeless Youth
24 Act (42 U.S.C. 5751(b)) is amended by striking out
25 "Associate".

1 (e) Section 341 of the Runaway and Homeless Youth
2 Act (42 U.S.C. 5651) is amended by adding at the end there-
3 of the following new subsection:
4 "(c) No funds appropriated to carry out the purposes of
5 this title—
6 "(1) may be used for any program or activity
7 which is not specifically authorized by this title; or
8 "(2) may be combined with funds appropriated
9 under any other Act if the purpose of combining such
10 funds is to make a single discretionary grant or a
11 single discretionary payment.".
12 (f) Section 341 of the Runaway and Homeless Youth
13 Act (42 U.S.C. 5757) is redesignated as section 331.

14 TITLE IV—MISSING CHILDREN'S ASSISTANCE

15 ASSISTANCE RELATING TO MISSING CHILDREN

16 SEC. 400. The Juvenile Justice and Delinquency Pre-
17 vention Act of 1974 (42 U.S.C. 5601 et seq.), is amended by
18 adding at the end thereof the following new title:

19 "SHORT TITLE

20 "SEC. 401. This title may be cited as the 'Missing Chil-
21 dren's Assistance Act'.

22 "FINDINGS

23 "SEC. 402. The Congress hereby finds that—
24 "(1) each year many children are abducted, or re-
25 moved from the control of a parent having legal custo-

1 dy without such parent's consent, under circumstances
2 which immediately place them in grave danger;
3 "(2) many of these children are never reunited
4 with their families;
5 "(3) often there are no clues as to the where-
6 abouts of these children;
7 "(4) in many cases, parents and local law enforce-
8 ment officials have neither the resources nor the exper-
9 tise to mount expanded search efforts;
10 "(5) abducted children are frequently moved from
11 one locality to another requiring the cooperation and
12 coordination of local, State, and Federal law enforce-
13 ment efforts;
14 "(6) on frequent occasions, law enforcement au-
15 thorities and others searching for children quickly ex-
16 haust all leads in missing children cases and require as-
17 sistance from distant communities where the children
18 may be located; and
19 "(7) Federal assistance is urgently needed to co-
20 ordinate and assist in efforts to address this interstate
21 problem.
22 "DEFINITIONS
23 "SEC. 403. For purposes of this title—
24 "(1) the term 'missing child' means any individual
25 less than 18 years of age who disappears if the circum-

1 stances surrounding such individual's disappearance in-
2 dicate that such individual may possibly have been ab-
3 ducted or that such individual may possibly have been
4 removed from the control of a parent having legal cus-
5 tody of such individual without such parent's consent;
6 and

7 "(2) the term 'Secretary' means the Secretary of
8 Health and Human Services.

9 "ESTABLISHMENT OF NATIONAL BUREAU OF MISSING
10 CHILDREN

11 "SEC. 404. (a) There is hereby established within the
12 Administration for Children, Youth, and Families within the
13 Department of Health and Human Services a National
14 Bureau of Missing Children (hereinafter in this title referred
15 to as the 'Bureau').

16 "(b) The Secretary may issue such rules as the Secre-
17 tary considers necessary or appropriate to carry out this title.

18 "(c) The Bureau shall be under the general authority of
19 the Secretary and shall be headed by a Director to be ap-
20 pointed by the Secretary.

21 "FUNCTIONS OF THE BUREAU

22 "SEC. 405. The Secretary, acting through the Bureau,
23 shall—

24 "(1) make such arrangements as may be neces-
25 sary and appropriate to ensure that there is effective

1 coordination among all federally-funded programs relat-
2 ing to missing children (including the preparation of an
3 annual comprehensive plan for assuring such coordina-
4 tion);

5 "(2) allocate staff and resources which are ade-
6 quate to properly carry out the functions of the
7 Bureau;

8 "(3) establish and operate, either directly or
9 through grants or contracts, a national toll-free tele-
10 phone line by which individuals may report and receive
11 information regarding the disappearance or location of
12 any missing child and pertaining to procedures neces-
13 sary to reunite such child with such child's family,
14 parent having legal custody, or legal guardian;

15 "(4) provide technical assistance to local and
16 State governments, public and private nonprofit agen-
17 cies, and individuals in locating and recovering missing
18 children;

19 "(5) coordinate Federal efforts to locate missing
20 children and reunite them with their families, parents
21 having legal custody, or legal guardians;

22 "(6) disseminate information nationally on innova-
23 tive and model programs, services, and legislation re-
24 lating to missing children;

1 "(7) conduct a national incidence study to deter-
2 mine for a given year the number of children reported
3 missing, the number of such children who are victims
4 of abductions by strangers, the number of such children
5 who are removed from the control of parents having
6 legal custody of such children without the respective
7 parent's consent by a person known to such parent,
8 and the number of such children who are located in a
9 given year;
10 "(8) compile, publish, and disseminate an annual
11 summary describing and evaluating recently completed
12 Federal, State, and local research and demonstration
13 projects relating to missing children with particular
14 emphasis on—
15 "(A) effective models of local, State, and
16 Federal coordination and cooperation in locating
17 missing children;
18 "(B) effective programs designed to promote
19 community awareness of the problem of missing
20 children;
21 "(C) effective programs to prevent the ab-
22 duction of children (including parent, child, and
23 community education); and
24 "(D) effective program models which provide
25 treatment, counseling, or other aid to parents of

1 missing children or to children who have been the
2 victims of abduction.

3 "GRANTS

4 "SEC. 406. (a) The Secretary, acting through the
5 Bureau, is authorized to make grants to and enter into con-
6 tracts with public agencies and private nonprofit agencies for
7 research, demonstration projects, and service programs de-
8 signed—

9 "(1) to educate parents, children, and community
10 agencies and organizations in ways to prevent the ab-
11 duction of children;

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

14 "(3) to aid communities in the collection of mate-
15 rials which will be useful to parents in assisting others
16 to identify such children;

17 "(4) to increase knowledge of and develop effec-
18 tive treatment pertaining to the psychological conse-
19 quences to both parents and children resulting from a
20 child's abduction, both during the period of disappear-
21 ance and after the child is returned; and

22 "(5) to collect data from selected States or local-
23 ities on the investigative practices used by law enforce-
24 ment agencies in cases involving missing children.

1 "(b) In considering applications for assistance under this
2 title, the Secretary shall give priority to applicants who have
3 demonstrated experience in—
4 "(1) providing services to missing children or the
5 families of missing children;
6 "(2) conducting research relating to missing chil-
7 dren; or
8 "(3) locating missing children and reuniting them
9 with their families.
10 "(c) The Secretary, acting through the Bureau, shall en-
11 courage the substantial utilization of volunteers in such dem-
12 onstration projects and service programs as the Secretary
13 deems appropriate.
14 "CRITERIA FOR GRANTS
15 "SEC. 407. The Secretary, acting through the Bureau,
16 shall establish priorities for making grants or contracts under
17 section 406 and, not less than 60 days before establishing
18 such priorities, shall publish in the Federal Register for
19 public comment a statement specifying such priorities.
20 "AUTHORIZATION OF APPROPRIATIONS
21 "SEC. 408. (a) To carry out this part, there are author-
22 ized to be appropriated $10,000,000 for fiscal year 1985,
23 $10,500,000 for fiscal year 1986, $11,000,000 for fiscal year
24 1987, $11,600,000 for fiscal year 1988, and $12,250,000 for
25 fiscal year 1989.".

1 TITLE V—EFFECTIVE DATES

2 EFFECTIVE DATES

3 SEC. 501. (a) Except as provided in subsection (b), this
4 Act and the amendments made by this Act shall take effect
5 on the date of the enactment of this Act or October 1, 1984,
6 whichever occurs later.

7 (b) Paragraph (2) of section 341(c) of the Runaway and
8 Homeless Youth Act, as added by section 306(e) of this Act,
9 shall not apply with respect to any grant or payment made
10 before the effective date of this Act.

Mr. WILLIAMS. We have many well qualified witnesses here today to assist us in our deliberations, but before we hear from them we will call for any opening statements which they wish to make on my two colleagues here this morning.

First, Congressman Hayes.

Mr. HAYES. Thank you, Mr. Chairman. My statement will necessarily be very brief in the interest of trying to get right to the witness' testimony. But I think it's quite fitting that such a hearing is held here in Chicago on a problem that I see is continuing to escalate, the missing children problem.

I think the proposed legislation, which calls for the development of a resource center, to aid in the location and search for missing children is important.

And studies that are to be made, if such a law is adopted, on frequency of parental kidnappings, stranger abductions, and runaways. I think federal coordination of this kind of effort certainly would be important.

Just to the south of us here more recently we had a disappearance of a child who which has never been found, to my knowledge, yet. And no one really knows what happened. So I think it's the kind of thing that I feel comfortable in joining in with this subcommittee in support of such legislation, and I think Chicago is a good place to begin.

Thank you very much, Mr. Chairman.

Mr. WILLIAMS. Thank you, Mr. Hayes.

Mr. Simon.

Mr. SIMON. Thank you very much, Mr. Chairman.

I want to thank my colleagues, Congressman Pat Williams and Congressman Charlie Hayes for being here today, and Chairman Ike Andrews, who is in North Carolina today, for his leadership.

Let me just take a minute or two for those who are here, and for the record, to indicate how I got involved in this whole missing children question. I read an Associated Press story about the disappearance of a little boy in New York by the name of Etan Patz. He went to catch a schoolbus, and his parents never saw him again.

But his parents were quoted as saying the Federal Government provided no help. I called the parents and asked, "What did you want the Federal Government to do?"

They said, among other things, "The FBI computer keeps track of missing automobiles, but doesn't keep track of missing children." I couldn't believe it. I was sure they were wrong. I had my staff call the FBI, and I found out that they were right.

I then had breakfast with Judge William Webster, the head of the FBI, and what eventually emerged was the bill that puts missing children on the FBI computer, and that also, for the first time, does something we should have done a long time ago, and that is to put unidentified bodies on the FBI computer.

That bill, however, would not pass and become law but for the first witness we have here today, John Walsh, who, along with his wife, are the very courageous parents of little Adam, whom many of you heard about on TV. And I am grateful to you, John, for all you've done. This Nation is a better nation for what you have done on behalf of the memory of your son.

But these problems continue. Charlie Hayes just mentioned one. We received a call from Mrs. Patty Wingerter of Quincy, IL. She has three children; a 7-year-old girl, a 9-year-old boy, and a 10-year-old girl, who apparently have been stolen by her former husband, contrary to court decree. There is no request from anyone for transcripts from the Quincy schools. Mrs. Wingerter is a very distraught mother right now, understandably.

We have asked NBC—and I might lobby a little bit here—to include these three children in their occasional listing of missing children. And that service, Linda Otto, as a result of your program, has been a tremendous help.

But we need to take some additional steps, and this bill will provide additional steps. Among them, two steps.

One, to have an 800 number so that if people see something that looks unusual, or strange, that they might be reluctant to call their local police on, they can call that 800 number.

And, second, that there would be a resource center, both to track what's going on, and to work with the FBI, so we can detect if there are patterns of crime developing. It would also be a resource center for parents.

What I find is that parents will call our office. All of a sudden Johnny or Jane is missing. They don't know what to do. This can be a resource center where they can learn what to expect from the local police; what they should do as far as contacting the telephone companies, and other things.

In sum, I think we're making progress, Mr. Chairman, and I appreciate your taking time from your schedule that I know is a hectic one. And you took time from your daughter's birthday today, I'm also aware, to be here. And we appreciate it.

Mr. WILLIAMS. Thank you very much, Mr. Simon. And our first witness today is Mr. John Walsh, founder of the Adam Walsh Child Resource Center. Mr. Walsh is from Fort Lauderdale, FL.

If you'll please take the table and microphone, Mr. Walsh. Your entire record will be, without objection, included in our hearing record. And you may proceed as you wish.

STATEMENT OF JOHN WALSH, FOUNDER, ADAM WALSH CHILD RESOURCE CENTER, FORT LAUDERDALE, FL

Mr. WALSH. Thank you, Congressman. I appreciate the opportunity to testify today. I think that you giving up your daughter's birthday to be here is probably the best present she could have, and an indication of your concern for children.

I would like to commend Congressman Simon, and thank him on behalf of lots of children in this country that he'll never meet that he has made it a safer place because of his initiative, and his perserverance, in spite of several bureaucratic snafus, and the long arduous process of getting legislation through in this country, and for his commitment to children. I thank you on their behalf.

Mr. SIMON. Thank you.

Mr. WALSH. Since Adam's abduction and murder 2½ years ago I've criss-crossed this country asking the question why. This is my seventh testimony before a congressional committee. I've met with and interviewed local police throughout the country, county sher-

iffs, State police, Federal authorities from the FBI and the Justice Department, coroners throughout the country, private detectives. I've testified before several State legislatures; interviewed State legislators; and proposed statutes.

I have addressed the National Association of District Attorneys, the American Bar; met with Senators, Congressmen such as yourselves, the President on two occasions. I've sat through the nightmare trials of the sexual batteries of children, and suffered through endless meetings with hundreds of parents of missing and murdered children, and I talked to children, children who were victims of incest, parental abuse, abduction, stranger abduction, and molestation.

Each one of those children that I spoke to believed that either mommy, daddy, Mr. Policeman, Mr. TV Hero, Mr. FBI Man, Mr. Congressman, would help them, and no one did.

What have I learned in the last 2½ years? That every parent's nightmare is a reality in America. That most laws are medieval, or nonexistent, as they relate to child safety or protection. That in some States to murder a juvenile is only second degree manslaughter. That if a juvenile was the victim of incest, or rape, or sexual battery at an early age, and it happens again later on in their juvenile life, that the defense can plead to a lesser charge because the child is not considered chaste by that State. That the average child molestor molests 68 times before he's even suspected. That in my State of Florida 125 arrests of schoolteachers in 1981 for sexually molesting children because we have no background checks of the teachers in our State, although to fulfill 50 jobs in the State of Florida, such as a lawyer or a doctor, or to sell paramutual tickets, you have to run through a State check to see if you were previously convicted of a felony. But yet previously convicted felon child molestors come to the State of Florida to teach school and go to other States throughout the Nation.

That in one State, the State of Florida, a State that has a missing children's clearinghouse, the only one in the country, in spite of the critics who say that the numbers were exaggerated, in the first 4 months that that clearinghouse was operational 4,100 children, missing children, were entered into the Florida clearinghouse. We mandated it by statute that local law enforcement enter children into the clearinghouse because even with the passage of Missing Children's Act, we found that only 25 percent of the police in this country use the NCIC now for listing missing children. So where are the rest of those children in this system? They're not in the system.

We found out that police throughout this country arbitrarily decide to wait 24, to 48, to 72 hours to institute a search for children, listing many of the children as runaways. Evidenced in this State, John Wayne Gacy murdered 33 boys. They were all listed as runaways by the police in this State, even though one of those boys was the son of Sgt. Robert Gillroy of the Chicago Police, who could not even convince his own colleagues that his son was not a runaway.

Who has the arbitrary right to sign the death warrant of a child by listing them as a runaway? These cases should be handled individually.

We found that the number of random unsolved murders of women and children in this country rose from 600 in 1966 to 4,500 in 1981, and that the FBI now estimates because of our abilities in the House and the Senate, to get a grant for them to study the violent criminal apprehension program, and the tracking of serial and mobile murders; that they conservatively estimate that right now there are between 25 and 35 mobile murderers roaming this country killing women and children.

The list of these myths, and the realities, is endless. We live in a country of 50 feudal kingdoms; 50 little feudal kingdoms called States, with as many as 60 counties in each State, with as many as 20 police agencies vying for turf and territorial disputes within those counties.

The need for Federal leadership, direction, and coordination is more than evident. This is the first piece of Federal legislation that would take a proactive stance dealing with the exploitation of American children.

The missing children's bill, as revolutionary, as groundbreaking as people would like to claim it to be, just set up an unidentified dead file because we buried about 2,000 children a year, unidentified children in Joe Doe graves in this country.

The creation of a national center through this bill to train and educate understaffed and underfunded police agencies is an absolute necessity.

The need to advise and counsel parents is an absolute necessity.

To collect data. There is no data. The FBI Uniform Crime Report never broke out the crimes against children. Crimes against the children of this country were lumped into the violent crime category with adults. In every State's Uniform Crime Report is modeled after the Federal Crime Report, so no one can tell you how many children are raped, molested, and murdered in this country.

The most important function that the national center could do would be to coordinate the fragmented efforts of local law enforcement, and for the first time in this country educate the millions of children who have never had any formal training or education about how to resist child molestors and abduction, and they certainly deserve to know what is out there.

Children need protection regardless of what party or administration is in power. Permanence, and a commitment to children is the issue. This legislation would create that permanence regardless of what administration is in power; what State the child lived in; what county the child would live in.

Some of what you'll hear today you might have been aware of. Some of it might surprise you. Whatever your reaction, I beseech you not to assume that it couldn't happen to you. The people who prey upon our children have counted on this society's aversion to this problem, and people's tendency to turn their heads in disgust. We can no longer afford to turn our heads.

The exploitation of children has reached epidemic proportions. What has been accomplished so far is just barely to define the problem. Almost nothing toward education and prevention, and the removal of these individuals from the ranks of society.

Our priorities have to change. A society, and a Federal Government that can put a spacecraft on the Moon should be able to pro-

tect its children. The problem knows no boundaries. From the poorest black mothers in Atlanta, to a U.S. Congressman from this State, the exploitation of children is everyone's problem.

The FBI Uniform Crime Report of 1982 stated that of the 200 million plus Americans, 40 million Americans will be the victims of a violent crime. That's almost one quarter of the population. Take a guess who the majority of those victims were. The elderly, women, and children.

I have a new daughter, and I fear for her even more. "Newsweek Magazine" in a national survey estimates that 1 in 4 girls will be molested by age 18; 1 in 7 boys. Our son Adam represented just one of thousands of children murdered in 1981. It's the worst nightmare parents can face. But people forget who the real victims are; the children, the silent, helpless victims.

I'm often asked to give the prospective of the victim, but I can't because the real victim isn't here today. I'm just the heartbroken father left behind.

I speak with great urgency because every hour this legislation is not passed 205 children are reported missing in this country. No one can estimate the number that are molested.

This is 1984, not 1954. No matter how protective your environment is, or you think it is, tomorrow's victim could be your child, or your grandchild.

It took an incredible coward to murder a 6-year-old boy, but we are even bigger cowards if we don't address this problem through this speedy passage of this legislation.

I thank you for your time. I'd be glad to answer any of your questions.

Mr. WILLIAMS. Thank you very much, Mr. Walsh, and Mr. Simon.

Mr. SIMON. Yes. I thank you again for your leadership.

If I may, and this does not pertain to Federal legislation, but since we're in the State of Illinois and Illinois has not done what you have done in Florida, I wonder if you'd just take a couple of minutes to describe what you have done in the State of Florida as a State to work on this problem.

Mr. WALSH. I researched the Florida statute, and like most parents in this country, I believe that most of these laws were on the books. We didn't have a clearinghouse in the State of Florida, so we proposed a statute for it to be funded statewide. The bill was passed, and the Florida clearinghouse started last year for funding appropriations impact of $87,000. We have a toll free 800 number manned 24 hours a day in the State capitol. We have a law enforcement bulletin with pictures of missing children, and unidentified dead children, that's mailed on a monthly basis to every law enforcement agency in the State of Florida.

Florida Department of Law Enforcement goes around the State and educates law enforcement officers on every level in the State of Florida on how to use the Florida clearinghouse. And they will assist parents 24 hours a day in giving them a directive of how to deal with their local police, and how to look for missing children. We mandate that Florida police file missing children reports immediately, not wait 24, 48, to 72 hours, and we don't allow them to

take the liberty to put the information in the NCIC. The Florida clearinghouse does.

We have before the Florida Legislature at present right now 22 laws; video taping of children, background checks of schoolteachers, mandating safety with strangers programs in the schools of Florida, the public schools. We did a survey of 1,800 molested children in the State of Florida that survived molestation; 90 percent of them never had any type of rudamentary education as how to resist child molestors.

Stiffer penalties for child molestors, reeducation of judges, school callback programs where from the grades kindergarten to 6th grade if the child does not show up the parents don't wait 8 hours to find out their child is missing. The schools call the children.

Those are some of the 22 pieces of legislation we have before the Florida Legislature. I brought those with me today. I have hoped that other States would emulate them. Kentucky has passed eight of the laws that we proposed this session. New Jersey is starting a clearinghouse. And I realize that there needs to be Federal leadership, as you have so aptly stated today, But the States also have to respond because the system doesn't work unless every State enters into it.

Child molestors and the people who prey upon our children know that all they have to do is cross the county line to be out of trouble.

Mr. SIMON. I thank you very much. All I can add, Mr. Chairman, is that if every Member of the House and Senate could have the chance to hear and get acquainted with John Walsh, we'd pass the bill in 24 hours.

Mr. WALSH. I thank you. I hope this one will be on a fast track, so to speak.

Mr. WILLIAMS. Mr. Hayes.

Mr. HAYES. Just a couple of questions.

Mr. Walsh, as you also know, both the Senate and House bills respectively call for the creation of a national advisory board. Among other things, the board would be charged with the rather large task of developing a plan for coordination, not only in Federal efforts, but private efforts as well.

My question is, what private groups are you aware of which should be coordinated, and what would—that coordination look like?

Mr. WALSH. Well, there are several groups that look for missing and exploited children. We have a center in south Florida, the Adam Walsh Child Research Center, Child Find in New York, several State agencies. Most of them are poorly funded. They're very unprofessional because they're started by parents of murdered and missing children, and no local State or Federal agency has seen fit to allocate funds for the search for missing children, or education.

For the first time this national center could be the cohesive factor to bring these groups together to educate them on how to properly fingerprint children; proper videotaping of children's testimony; safety with strangers programs; to coordinate efforts between local law enforcement through the country. It has to be on a national level.

I think the main impetus of the national advisory board, of course, would be the intent of this bill is to raise funds—additional

funds from the private sector. I agree that the private sector needs to be involved in the search for missing and exploited children, and that the Federal Government—I am very well aware that the Federal Government cannot mandate the 50 States to do certain things. They can only advise, and, therefore, that would be the need of the advisory board to raise private funding, unite groups together, and provide a good proactive stance.

Mr. HAYES. My second and final question, as you're aware, too, a proposed bill first introduced by Congressman Andrews, would have placed reponsibility for missing children's program within the Department of Health and Human Services where the Runaway, Homeless Youth Act is administered.

This was done specifically because the President has suggested terminating the Juvenile Justice Program. We understand that you talked to the President about continuing the Juvenile Justice Program, where you and many others suggested that missing children's programs should be located.

Now, my question is, could you share with us what the President told you about the future of the Juvenile Justice Program?

Mr. WALSH. Well, in all due respect to the President, who has allocated a temporary funding of $1.5 million to start a national center this summer, in the event that this legislation is stalled, he was somewhat noncommital, as I have experienced from talking to many politicians in the last 2 years, in all due respect, but I don't feel it's propitious for him to oppose the refunding of these OJJDP in an election year. I believe OJJDP will be refunded. I believe the Runaway Youth Act will, and the intent of putting the missing children's—the National Center for Missing and Exploited Children in the Justice Department, and OJJDP, is for the fact that local law enforcement will listen to the Justice Department. The Justice Department can reeducate, train local enforcement. They will not listen to people in HHS. I know that for a fact, and the people in HHS are willing to admit that.

There is a lot of restructuring in HHS right now. There is a certain amount of confusion over there. The intent of this bill, of course, is not to take anything from the Runaway Youth Act, or the refunding of OJJDP I personally believe that the President, in regard to our recent conversation, has rethought his position in the administration, and I did spend 2 days in the White House with the advisers of the President informing them of the fact that I think that their initial assumption that OJJDP should not be refunded is one that is misdirected. And I pray, and I hope, and I think, and I'm sure that they will see that direction.

Mr. HAYES. Thank you very much. I hope future actions will cause me to share in your optimism.

Mr. WALSH. I do, too.

Mr. WILLIAMS. Mr. Walsh, other congressional committees, both the Senate and the House, and other Members of Congress, have thanked you for your good efforts under a most grieveous and trying of circumstances, and I just want to add my thanks to theirs.

Mr. WALSH. I appreciate that.

Mr. WILLIAMS. We appreciate having you here today.

Mr. WALSH. I'm a father like you are.

Mr. WILLIAMS. Thank you very much.

Mr. WALSH. Thank you.

Mr. WILLIAMS. Our next witness is Linda Otto, the president of Find the Children, Los Angeles, CA. I understand that you are accompanied by Brad Kellett.

Your entire record will be—your entire testimony will be included, without objection, in the record, and you may proceed.

STATEMENT OF LINDA OTTO, PRESIDENT, FIND THE CHILDREN, LOS ANGELES, CA, ACCOMPANIED BY BRAD KELLETT

Ms. OTTO. Thank you, Mr. Chairman. I appreciate the opportunity to be here today. I'm not at all surprised to see Paul Simon here working for missing children. You always have.

I'm here today in my capacity as president of the Find the Children Foundation, an outgrowth of my work both as a documentary filmmaker, and as the producer of the television movie "Adam, the Story of Adam Walsh."

Four years ago when I began research for a documentary on missing children, which appeared as part of one of ABC's "20/20" segments, I found myself in a state of shock. Even then the most haphazardly gathered statistics indicated that as many as a million and a half children were missing in this country.

Local law enforcement was doing little about it. The FBI almost never got involved. There was no Federal agency addressing itself to the problem. And nothing has changed. Very little has changed since that day 4 years ago when I began researching.

In the interest of time, I would like to show you three short documentary segments, which directly relate to the need for this legislation, not only on a local and statewide level, but also on a national level.

The first two segments are part of NBC's weekly "Child Search" series, which my foundation, Find the Children, often supplies the research for.

I would like to thank, for the record, Steve Antionetti, a news director of KNBC News in Los Angeles, and Mike Wright of WMAQ here in Chicago.

The first segment—both these children are about to be abducted by strangers, and the first segment is about Sarah Avon, who was 6 years old when she disappeared.

[First videotape was shown.]

Ms. OTTO. The FBI did not need proof of interstate transport, or a ransom note to get involved in Sarah Avon's case. I think her father is right, it's probably too late now.

The next segment is about Trisha Kellett, who was 8 years old when she disappeared, and her father is sitting next to me today. She's been gone for 2 years—over 2 years.

[Second videotape was shown.]

Ms. OTTO. You have seen some of the problem as it exists in Illinois. I would like to, as soon as John is ready, show you the third segment.

This third segment is part of the movie "Adam." Thanks to Grant Tinker, chairman of the board of NBC, I was given permission to do something no television network had ever done before in

a movie. I was able to broadcast a rollcall of missing children and a 800 number for viewers to call.

NBC has given us a second airing of "Adam," which is unprecedented for a television movie to air twice in one season. In case anybody is interested, it's on April 30 at 9.

But the most difficult task in preparing these rollcalls is what pictures do I choose? There are 1.8 million children missing, and thousands of pictures on my desk. Whose children's pictures do I pick, and whose do I leave out?

I ask you to watch carefully, no matter if you're a legislator, a media person, law enforcement, or just a private citizen like me, because people from all walks of life help to bring these children home. Maybe you can.

[Third videotape was shown.]

Ms. OTTO. You may recognize the voice of John Walsh who said the names of all the missing children, and will again in the second airing of "Adam," and will also appear with Ravé and Meagan in the second airing of "Adam."

But why am I here today? What have I learned? I've learned it's a sad commentary on this country's priorities that these recovered children, who will look for some of them up to 5 years, by local law enforcement, by State law enforcement, by Federal law enforcement. But how were they found? A television movie found them; an entertainment found them. There's something wrong with the priorities here.

NBC's "Child Search" series has been on the air for 12 weeks. They've recovered three children in 12 weeks. One of those children was missing for 9 years.

I know that the problem of missing and exploited children is a difficult one to confront, and many people have turned their backs on it. But this is the first piece of legislation that would provide the urgently needed Federal coordination that is so desperately lacking.

As a result of the television movie "Adam," 50 million people want to know what can they do now. Fifty million people saw "Adam"; 10 volunteers answered the phones. Fifty million people might see Adam again this time. We have the same 10 volunteers answering the phones. How many calls will they miss? How many children might have been found if we had more phones, more volunteers, or a national center?

People want to know what they can do. And I say that this legislation, and the burden of its responsibility, is with you. Thank you for taking your time to listen.

Mr. WILLIAMS. Thank you very much.

Mr. Simon.

Mr. SIMON. We thank you, again.

If I may—first of all, how did you get interested in all this?

Ms. OTTO. Well, I've always wanted to effect social change for children, and I've always wanted to make movies. So it seemed like a good idea to make a movie about social issues that have to do with children. It only took me 20 years to do "Adam," an overnight success after 20 years.

But I've done a lot of other movies along the way. One with Timothy Hutton about foster care. I've done documentaries about miss-

ing children; children and suicide; children and divorce; teenagers and sex. It's not enough to make a movie is what I learned. I always thought if I made a good movie, and people watched it, that they would do something about it.

"Adam" was the first time I ever had the support of the administration, and a grassroots support, sadly, of parents of missing and murdered children, like John Walsh. But it made a difference, and people watched. They paid attention.

And I think that because of the consciousness raising in this country about the low priority of children, I think the people are ready and willing to pay attention to what our legislators are doing. And I commend all of you for your long and hard work. This is a very important bill. And it has my support, and the support of just about everyone I know who cares about children.

Mr. SIMON. Mr. Kellett, if I may ask you—from your prospective, is this legislation a step in the right direction?

Mr. KELLETT. Yes, it is. Anything right now would help, you know, any kind of bill that can go through. Anything will sort of help as far as new laws, or whatever, on missing children, and abused children are concerned.

Mr. SIMON. And when you first learned about the disappearance of your child—obviously it was a horrible tragedy—but did you feel frustration at the lack of cooperation from various police officials?

Mr. KELLETT. Very much so.

The Chicago Police Department didn't hesitate about getting involved in it whatsoever. As soon as they finished making out the report it was put on the air, and on their radios. And they began investigating right away. You know, they didn't wait 24 hours, or 48 hours, or 72 hours, whatever it is. They started investigating right away.

And there's one officer, Tom Burn, he's been on it since it was 4 hours old. He still is very active in the case. And he has other work to do, but he still tries bringing this in as much as he can.

Mr. SIMON. That is great, because—when you refer to the 24-hour waiting period, and John Walsh referred to that earlier—that unfortunately is too often a practice among various police departments.

Thank you both very much.

Mr. WILLIAMS. Mr. Hayes.

Mr. HAYES. Ms. Otto, Mr. Kellett, just a couple of short questions.

If I followed you correctly, I think you said three children had been recovered as a result of the movie "Adam," is that right?

Ms. OTTO. Twelve children were recovered as a result of the movie "Adam," those last children that you saw. Three children have been recovered as a result of NBC's innovative weekly "Child Search" series, which appears on the 5 o'clock news nationwide on the NBC owned and operated stations, which are Chicago, LA, Cleveland, New York, and DC.

Mr. HAYES. Were those recoveries as a result of parent abductions?

Mr. OTTO. Yes.

Mr. HAYES. Most of them?

Ms. OTTO. All. We have yet to recover a——

Mr. HAYES. No stranger abductions?

Ms OTTO [continuing]. Stranger abducted child. We're hoping to. There have been lots of sightings in the last 6 months on several of the children who were thought to be abducted by strangers. Johnny Gosch, for instance. I know you know a lot about that case. There have been sightings of him all along a main highway, and I've made 40 personalized PSA's with Daniel Travanti, who played John Walsh, and pictures of missing children, which will be distributed to the—to 40 stations throughout the country.

And we put Johnny Gosch's picture directly on that route. And, of course, we'll air his picture again on the role call. And he was almost found last time. We got very close.

Mr. HAYES. Which gives rise to my final question, Ms. Otto.

You know the House bill provides language in several places which refers to reunited children with their families. Once the child is located, are additional problems encountered after reuniting them with their families based on those recovered so far?

Ms. OTTO. Well, in my experience, the children who were recovered in California, my foundation, Find the Children, had to practically make the reunion happen, not only financially, but in California there are no State agencies or local agencies to help the parent and the child reunite once the child is found.

And you have a child—in one case we had a child in a foster care home being taken away from the kidnapping father. The child was in a foster care home in San Jose. The mother was on welfare, having spent her last penny looking for her child; couldn't get to San Jose from Los Angeles. So we sent her to San Jose and back.

There is nobody—that's the ironic part. Once the child is found there's almost no help for the searching parent.

Mr. WILLIAMS. Ms. Otto, you mentioned, and have answered a question about the success of recovery of children through the use of national television pictures, an indication of who those children are.

Now, the Federal Government, of course, has no such communication at its disposal. Would you recommend legislation that requires the networks to air missing children information?

Ms. OTTO. No, I don't think so, but I think that people like myself who work in the television industry would be able to generate high visibility on a very regular basis for missing children without Federal legislation.

Mr. WILLIAMS. Have the other networks aired similar information?

Ms. OTTO. Not on a regular basis. There are—Group W, for instance, which I think has five owned stations throughout the country, is doing a missing child series like NBC is on a regular basis. But there are at least 100 NBC affiliates that are now going to do their own missing child stories in their own areas, as well as being able to take the fee on the affiliate news service of the "Child Search" series.

So I think that it's up to private sector, and to the networks themselves, to get together, and make a difference in the lives of the children. And it's happening now. I haven't had a big problem. NBC has been very supportive, and the other networks are doing it on their own.

Mr. WILLIAMS. Should the parents who suffer this grievous difficulty, and children, have to wait until the networks volunteer, or until another Ms. Otto comes along in one of the other competing networks to insist that this information be shown? Or should the Federal Government if not require, at least, encourage the networks in this effort?

Ms. OTTO. Well, I think encouragement would certainly be a very good thing to do, but don't forget it's not just television. Why aren't children's pictures run in the newspapers? Why aren't they run in magazines? Why doesn't the New York Times have a section for missing children every day? Why doesn't every newspaper have it? I think that would be even more to the point because that's something that you have in your hands.

We have—NBC has sent out 100,000 flyers, and I've left some of them here with an NBC study guide, which tells about Adam, and which addresses itself to children and parents. But it also has at the end of it a flyer of all the children who appear in the rollcall. One hundred thousand of them went out to be put up in schools, in police departments, and hospital, and doctor's offices, and dentist's offices, and community places. I think that's very important. It's all important. We've made a beginning, I think.

Mr. WILLIAMS. My thanks to both of you.

The next witness is Mr. Ken Wooden, with ABC News' program "20/20."

[Prepared statement of Ken Wooden follows:]

PREPARED STATEMENT OF KENNETH WOODEN, INVESTIGATIVE REPORTER, ABC NEWS 20/20, FOUNDER, NATIONAL COALITION FOR CHILDREN'S JUSTICE

In 1980-81, the conscience of this nation was jolted as a series of child abductions and murders in Atlanta, Georgia filled newspapers daily. In 1983, millions of us watched the TV movie, "Adam," and wept as the story unfolded of a young couple whose little boy was snatched from a shopping center and murdered. An awakening media has printed and televised what appears to be an endless procession of photos of missing youngsters. So, now the problem of missing and murdered children is squarely before the public's attention and, in some instances, raising its worst fears. After the airing of a recent ABC News "20/20" story—"The Lures of Death"—which offered a prevention booklet, over 250,000 concerned Americans responded, not only requesting help, but volunteering to help so that their children, and other, would be saved from the terrorist acts of those who prey on our young.

What presents a very confusing picture to the public is the fact that most missing youngsters are runaways—from one to two million leave home annually; 97% return within 72 hours. Another 100,000 to 600,000 are victims of parental snatching. And while I am not in any way belittling the trauma incurred in parental snatching, self-interest groups have successfully painted these children as facing the same dire consequences as those who have been abducted by strangers. As many as 50,000 children are criminally abducted each year: More than 3,000 of these are reported murdered: Many experts believe that number is greatly underreported. Most of those homicides are committed in the first 14 to 48 hours after abduction.

How has law enforcement and the political system responded? The ever-increasing number of children who become casualties of domestic turmoil have overwhelmed law enforcement to the point that when a life-threatening situation occurs, police departments are "programmed" to wait, assuming the child is a runaway or snatched by a parent and will return home safely. The Reagan administration has cut appropriations for runaway shelters from $24 million to $11 million, thus freeing the big city pimps of much competition in their quest for the lost and abandoned children who will never see the safety net as they fall to street horror. The Congress, in response, is debating a paltry $10 million for defense of our missing and murdered young, and $320 billion for national defense. The fact is, we adults give precedence to the grave concerns of El Salvador, Poland, deficit spending, the Middle East, etc., while a non-voting block of 68 million American children are basi-

cally ignored. Let me seize this opportunity to inform the Congress, the Presidential candidates, and the voters of my personal findings while working on two ABC News "20/20" pieces—"They Are Murdering Our Children" (March 1) and "The Lures of Death" (March 3). Children in America are being treated like garbage. Raped and killed, their young bodies are discarded in plastic bags, on trash trucks, and left on dumps. A 2-year-old girl was left to die at the bottom of an outhouse in Colorado. She was miraculously found.

Not so with others. Like litter, they are thrown into lakes, rivers, and streams—the tender drift wood of life. Some are found on roadsides like empty soda and beer cans, or crushed cigarette butts, or cast aside like broken furniture in dirty, empty houses or stripped, abandoned cars in wooded or swamp areas. Left to the elements, these youngsters meet their maker. Since those who pick from the garden of life have no respect for life, neither do they have respect for the dignity of death. Poor little wilted flowers, plucked from the vases of home and safety of parents, are, in large part, left unburied and alone in the openness of fields—and now the closed minds of our thoughts. In the words of colleagues and friends, "It's too depressing—racketball, tennis, anyone?" Ignored collectively by our nation and its leaders, their numbers grow and grow.

The firestorms of young death and violent abduction will not go away. The smiling faces of Etan Patz of New York City, Johnny Gosch of West Des Moines, Iowa, Ann Gotilib of Louisville, Kentucky, Beth Miller of Idaho Springs, Colorado, Kevin Collins' of San Francisco, and Michael Des Forges of Crete, Illinois poignantly beg for our help and attention.

Parents of missing and murdered children have become modern day lepers. Cast aside by friends and neighbors, they cope as best they can. Such is the case of Bill and Rosemary Kohm of Santa Claus, Indiana, whose 11-year-old daughter, Kathy disappeared while jogging. Two months later, officials found her skeletal remains. The Kohm's ended up taking a suspect to civil court and winning a mere $5,000 verdict of wrongful death. Bill Kohm recalls:

"She used to tell me, 'Daddy, I want to be a nurse.' I would say, 'Honey, you can be anything you want—a doctor, a lawyer—you are very smart. Aim high, Babes! . . .And then she was gone, taken from us. Rosemary and I are, at times, at each other's throats.

"I went out late at night when it first happened and yelled in the darkness (my nickname for Cathy), 'Mert, do you hear me? Mert, this is your daddy. Are you kidding, Mert? Please let me hear you voice! . . . She never answered. . . .She never answered . . . This week, they found another 11-year-old girl. Her panties were pulled down and her sweater covered her face and neck—raped and murdered . . . I want justice, God damn, I want justice . . I'm only an iron worker, but damn, I hunger for justice. . . ."

In the meantime, we adults debate the death squads in El Salvador and the $80 million—or is it $800 million to do something about that problem.

STATEMENT OF KENNETH WOODEN, INVESTIGATIVE REPORTER, ABC NEWS "20/20," FOUNDER, NATIONAL COALITION FOR CHILDREN'S JUSTICE

Mr. WOODEN. Thank you for the opportunity to come here and share some of the experiences we had doing two pieces for ABC News "20/20."

But, if I may, Mr. Williams, correct one little statement in your opening comment. The Ralston Purina Co. did not prepare the booklet "Child Lures." They, as a public service, did underwrite the booklet. It was prepared by the National Coalition for Children's Justice, which was a 5-year investment of time and work interviewing child murderers and molesters on how they lured the children.

Mr. WILLIAMS. Thank you for that correction.

Mr. WOODEN. And as a gift to your child, I'll gladly make one of those booklets available, and to all of you.

I'm really happy to report that in 3 weeks we've had 300,000 requests for that booklet, and we are receiving about 7,500 per day. We expect to reach about half a million very shortly.

And the beauty of that booklet is that it's going to make a lot of eyes available in the community looking. We're already getting phone calls from molesters with as many as 300 experiences under their belt, wanting to give up, and we're recommending they go to mental health centers.

Let me say as the father of four daughters, and proud to be a grandfather this summer, very young, that—young grandfather, that is—that I totally support your legislation, and I don't want my testimony to appear to be critical of the legislation.

I'm a little apprehensive coming here because I had to clear my testimony, which is really an article for the New York Times, op ed with Ob Weston, the executive producer of "20/20." And he not only gave me permission to come here, but he said I can say anything that I want.

So with that wonderful free check, let me say a few things.

Mr. WILLIAMS. It's very, very clear that you work for ABC, and with the present administration then.

Mr. WOODEN. I'm a full-time investigative reporter with ABC News "20/20," and I do have a few things to say.

Concerning the 2,000-plus dead children that we bury unidentified, perhaps we could enlist the support of pathologists in the Defense Department. I'm told because of my interest in the Jonestown tragedy, where we buried 276 young flowers unidentified, that we have identified every soldier that died in the Vietnam war because the Defense Department has that expertise in identifying those men that have fallen in battle.

We do not have a soldier for the unknown soldier in Arlington because we have identified him. Yet, priorities show we have 2,000 kids that fall to the sexual battle in America per year unidentified. Shameful.

Also, I think there's a need to clarify missing kids. In our report, they are murdering our children. In all fairness to law enforcement, inundated with work, and the Reagan cuts are real. There are runaways; there is parental snatchings; there's stranger abductions. They are almost programmed to wait 24 hours, 48 hours, 72 hours. And we found that that period of waiting is critical.

We found that autopsy reports show that when a child is criminally abducted life begins to evaporate in 14 to 48 hours. So there's a need in this country to clarify the missing kids, and to make a priority of the criminally abducted children.

Something that I'm told the Reagan administration is going to do—it's under my craw to no end—the fact that they're proposing to cut the Runaway Shelter Program from $24 million to $11 million is a disgrace which desecrates the death of 27 children in Houston, TX.

I remember when the Runaway Shelter Program was first initiated by Senator Birch Bayh. I remember when Congress had no interest at all in runaway shelters. And then they found 27 dead bodies in Houston, TX.

I remember when Congress was inundated with millions of letters from parents whose kids have run away over the period of years. And Congress, under the Nixon administration under Mel Lahr, of all people, initiated runaway shelters. To cut that back—

to cut that program back is to play a shell game. A shell game with social programs.

To give $10 million for this program, and take away $11 million, let me tell you what I think it will do from my prospective. It will free the big city pimps of any competition in their quest for the lost and abandoned children who will never see the safety net as they fall to the street horror in America.

Also, saying anything I want, I'm apalled that we're talking $10 million. I wish it was $10 billion. As we give $320 billion to national defense—I was in Korea. I remember when my commanding officer didn't want a gig on his record because he had oversupplies. And we loaded deuce and halfs of supplies, and we unloaded it in the deepest part of the river. The waste of defense money is staggering. And we are debating $10 million for this bill.

And police departments are inundated—lack the manpower to trace all missing kids and we're giving that much money to national defense. I think it's outrageous. It's a sham. It's disgraceful.

Here's a statement I would like to read. It's really a statement of what we found working on "20/20," murdering our children, and the lures of death.

Children in America are being treated like garbage. Raped and killed, their young bodies are disposed of in plastic bags, in trash trucks, and left in city dumps.

A 2-year-old girl was left to die at the bottom of an outhouse in Colorado. She was miraculously found. Not so with others. We found them like litter. They were thrown into lakes, and rivers, and streams, the tender driftwood of life.

Some were found on roadsides like empty soda and beer cans, or crushed cigarette butts; were cast aside like broken furniture in empty houses; were stripped in abandoned cars in wooded and swamp areas. Left to the elements, these youngsters met their maker.

Since those who've picked from the garden of life had no respect for life, neither did they have any respect for the dignity of death. Poor little wilted flowers plucked from the vases of homes and safety of parents are in large part left unburied in the lone and the openness of fields. And now the closed minds of leaders and colleagues—friends of mine said it's too depressing. Racketball. Tennis anybody. Ignored collectively by our Nation, and its leaders, their numbers grow and grow.

I also found, and we found, that parents of missing kids, murdered kids, have become the modernday lepers. Neighbors don't have anything to do with them. They're cast aside by friends, relatives, and they cope the best they can.

Such was the case of Bill and Rosemary Kohm, Santa Claus, IN, whose 11-year-old daughter Kathy disappeared while jogging. Two months later officials found her skeletal remains. The Kohms ended up taking a suspect to civil court and winning a mere $5,000 verdict for wrongful death.

The father has said to us "she used to tell me, 'daddy, I want to be a nurse.' And I'd say, 'honey, you can be anything you want, a doctor, a lawyer, you're very smart. Aim high, babes.' " And then she was gone. Taken from us.

I went out late at night when it first happened and yelled in the darkness my nickname for Kathy, Mert, do you hear me? Mert, this is your daddy. Are you hiding, Mert? Please, Mert, let me hear your voice."

This week they found another 11-year-old girl. Her panties were pulled down, and her sweater covered her face and neck, raped, and murdered. Bill Combes said "I want justice, ———, I want justice. I'm only an ironworker, but, damn, I hunger for justice."

In the meantime, we, as a country, editorial writers, and Congress, we debate the death squads in El Salvador, and $80 million, or was it $800 million, to do something about that problem.

Again, I'm not being disrespectful, but I'm outraged. I'm outraged we can spend $320 billion in defense, and Reagan will cut runaway shelters by 60 percent. Those runaway shelters are the only safe havens in the combat zones of America, in the big cities.

Congressman, there was one big city not far from here where a reporter went with two police officers to check out the night life and child prostitutes. They parked their patrol car, and two pimps came up to the car, looked in, and said to the police officers and the reporter "if you don't get the ——— out of here we'll kill you."

Both police officers and that reporter retreated from free America, leaving those kids on those street corners abandoned and alone.

I'm a reporter. I cover this country, and there are street corners like that in every major city of America. I don't fear the Russians. I fear the pimps that intimidate the police officers.

We're now going to repair a satellite—wonderful—for $48 million. I hope they do it. Why can't we repair those street corners in America and save our kids from child prostitution?

I read, because I have a little computer project with George Gallup, Jr., that the Defense Department spent close to $3 million on a computer in El Salvador to insure a higher vote turnout, but we have no idea in this country how many children are murdered, who they are, who killed them, how they were lured into their death. We simply know very little. And we're going to give El Salvador another $80 million.

Well, I do hope we can protect the people of El Salvador, but as a father, and a taxpayer, I am very interested in protecting the children of this country. I make a strong appeal to you.

As you entertain new legislation in the future you have to beef up law enforcement in this country, and give the juvenile officers some beef. You have to give child exploitation units some manpower; a walkie-talkie or two wouldn't help; a car wouldn't hurt them. I'm sorry, they need resources.

I hope you would consider a National Child Defense Act. I hope you would shift some of the defense money that's being dumped in rivers around this country so officers can protect their careers, into police units so we can have full-time child exploitation units.

The other suggestion I'd like to make involves the private sector. Right now with a computer project that I'm working on I have people volunteering time, brain power from MIT, Carnegie Institute, the large computer companies, with wonderful ideas that they would never share with the Federal Government. Involve the private sector.

And there is something that you can do, and, Mark, would you help me.

In our program, "Child Lures," we made Tom Gerald our correspondent, a deputy sheriff for $19. Would you like me to read you the Miranda Rights? Do you know how many young kids would fall for this?

As many young kids would fall for this as teenagers and young women in supermarkets. $19. You can buy it from any sleazy detective magazine you want.

We showed this badge to an FBI agent, and he pulled out his badge and said "it looks more authentic than mine," and it did.

We can buy these patches, Santa Monica Police Department. You can buy sheriff patches. All around the country you can buy these things. Biandt had them on his shoulder when he killed young girls in California.

A badge like this John Wayne Gasey had. Two men that immortalized themselves by going around the country killing almost 200 people had badges. And why would anyone want to buy handcuffs not in law enforcement. You can buy these in any cop shop in America.

I do think we have to standardize and regulate badges, and this sort of thing, because who, again, would buy this thing? It's luring children; it's luring young adults; it's luring Americans into a hell hole of horror and terror.

I thank you for the opportunity. I thank you for the chance to come here to discuss this issue, and I will pass the booklets out to all three of you.

[Booklets are included in the appendix:]

Mr. WILLIAMS. Thank you very much, Mr. Wooden.

Mr. Simon.

Mr. SIMON. First of all, I like people who are outraged at the right thing, and I thank you very, very much for your testimony, and for being here. And we clearly should not go along with the kind of cuts that have been requested in that runaway program.

You mentioned one other thing that's totally out of the jurisdiction of our subcommittee, but something that we ought to be looking into. And it had not occurred to me until you mentioned it, and that is the abuse of these badges. There ought to be some kind of Federal penalty for the improper manufacture and sale of those badges, because there is no question that some of the people who pick up children are people who are using badges that obviously look real to those children. You learn at home to respect the police officer, and if a "police officer" with a fake badge approaches you * * * I think wer're inviting trouble.

Mr. WOODEN. I will share this booklet with you.

We paid $5 for this booklet. You can order badges. You can put on the badge of whatever city, police department you so desire. And in the back you can order a flashing red light for your car. You can order on how to pick a lock. How to drill a special drill for breaking and entering. Handcuffs, thumbcuffs. It's amazing what you can order in the field of law enforcement.

And if you have ever read those detective magazines, they make Penthouse look rather mild when it comes to sadomasochism; when it comes to their covers.

Mr. SIMON. If someone on the staff—Debbie, could you duplicate that little folder he has and return it to him.

I thank you very much for your testimony. Thank you, Mr. Chairman.

[Booklet referred to follows:]

Confidential Catalog of Police and Investigation Equipment

DISTRIBUTED BY

INTERNATIONAL POLICE EQUIPMENT COMPANY

15840 Ventura Blvd., Dept. 1200, Encino, Calif. 91436

39-879 O - 85 - 5

PROFESSIONAL BADGES

Authentic symbols of authority. Worn by private detectives and professional investigators in top organizations throughout the world. Designed for a lifetime of proud wear, our badges are not to be confused with cheap toys or imitations. Made of heavy gauge SOLID BRONZE with a beautiful jeweler's finish.

103A
International
Private
Investigator
Solid bronze.
$14.95
plus $1.00
postage &
handling

Badges
are shown
actual
size

103B
Private
Detective
Solid bronze
$14.95
Plus $1.00
postage &
handling

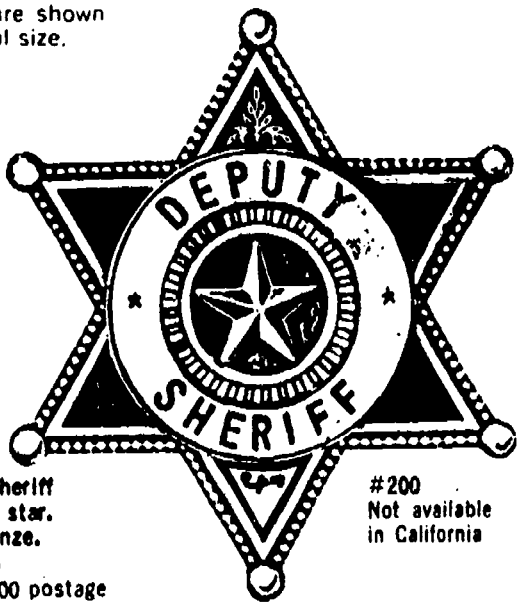
USE ORDER BLANK "A"

Available only with lettering and center emblem as shown above
See pages 8, 9 & 10 for Custom Lettered Badges manufactured to your specifications

PROFESSIONAL BADGES

103C
Official Press Photographer
Unique camera insignia . . .
Solid bronze.
$14.95
plus $1.00 postage & handling

Badges are shown actual size.



200
Deputy Sheriff
Six-point star.
Solid bronze.
$14.95
plus $1.00 postage & handling

#200
Not available in California

USE ORDER BLANK "A"

Available only with lettering and center emblem as shown above. See pages 8, 9 & 10 for **Custom Lettered Badges** manufactured to your specifications.

BADGES . . .
SYMBOLS OF AUTHORITY

313A
Special
Investigator.
Solid bronze.
$14.95
plus $1.00
postage &
handling

Badges are shown
actual size.

313B
Special
Agent
$14.95
plus $1.00
postage &
handling

USE ORDER BLANK "A"
International Police Equipment Co.

Available only with lettering and center emblem as shown. low
See pages 8, 9 & 10 for Custom Lettered Badges manufactured
to your specifications.

PROFESSIONAL BADGES

500
Professional Investigator
Solid bronze.
$14.95
plus $1.00 postage & handling

613A
Special Officer.
Solid bronze.
$14.95
plus $1.00 postage & handling

Protect your badge with a badge case

613B
Security Officer
Solid bronze.
$14.95
plus $1.00 postage & handling

USE ORDER BLANK "A"

Available only with lettering and center emblem as shown
See pages 8, 9 & 10 for **Custom Lettered Badges** manufactured to your specifications

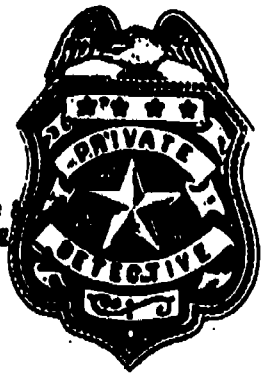
WALLET BADGES

Available only with lettering and center emblems as shown below. See pages 8, 9 & 10 for Custom Lettered Badges manufactured to your specifications.

Handsome, distinctive designs in heavy gauge, finest quality gleaming solid bronze . . . polished to a lustrous jeweler's finish. Satisfaction guaranteed.

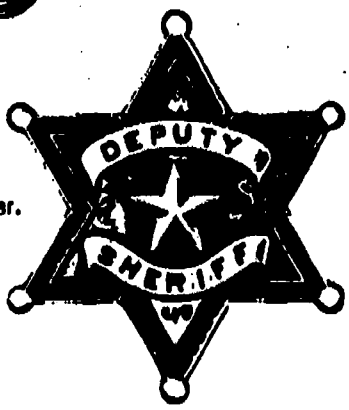
Professional type carries real prestige and gives instant identification . . . anywhere.

203A
Private International Investigator
$5.95
plus 80c postage & handling



203B
$5.95
plus 80c postage & handling

203C
Official Press Photographer
$5.95
plus 80c postage & handling



250
Deputy Sheriff Six-point star.
$5.95
plus 80c postage & handling

All badges shown actual size.

Solid Bronze

WALLET BADGES

Available only with lettering and center emblems as shown below
See pages 8, 9 & 10 for **Custom Lettered Badges** manufactured to your specifications

303B
Special Agent
$5.95
plus 80c postage & handling

303A
Special Investigator
$5.95
plus 80c postage & handling

403
Professional Investigator
$5.95
plus 80c postage & handling

603A
Special Officer
$5.95
plus 80c postage & handling

603B
Security Officer
$5.95
plus 80c postage & handling

Badges are shown actual size

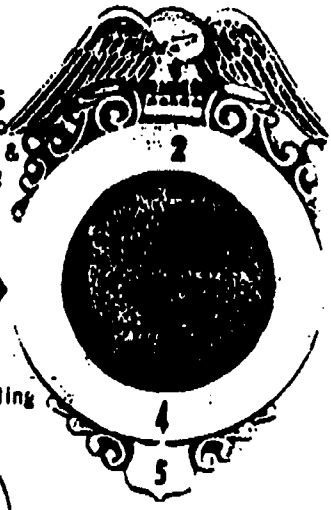
• Use Order Blank "A"

CUSTOM-LETTERED BADGES

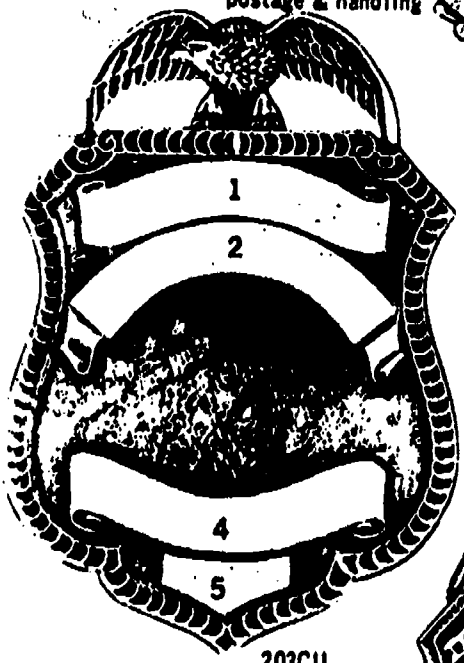
Designed To Your Specifications

Available in Solid Bronze (Gold) or Rhodium Plate finish (Silver)
Add $1 extra for each badge in Rhodium finish.

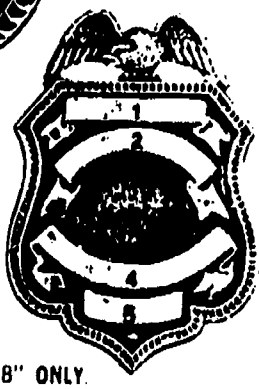
403CU
Small
Custom
Shield
$14.95
plus 80c
postage &
handling



500CU
Large
Custom
Shield
$18.95
plus $1.00
postage & handling



103CU
Large
Custom
Shield
(See Order
Blank "B")
$18.95
plus $1.00
postage &
handling

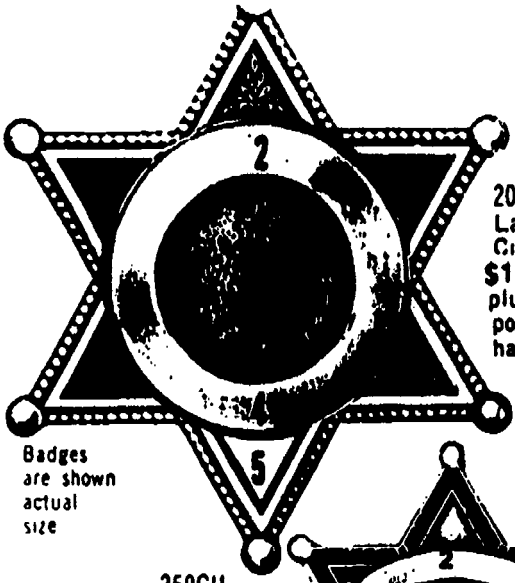


203CU
Small
Custom
Shield
$14.95
plus 80c
postage &
handling

Badges
are shown
actual
size

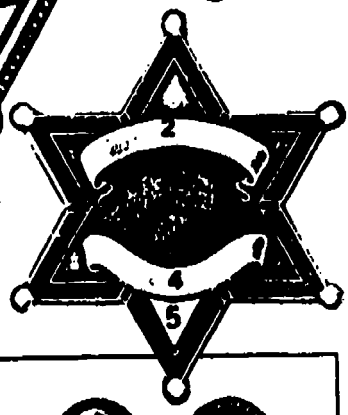
USE BLUE ORDER BLANK "B" ONLY.

International Police Equipment Company
15840 Ventura Blvd., Dept. 1200, Encino, Calif. 91436



200CU
Large
Custom Star
$18.95
plus $1.00
postage &
handling

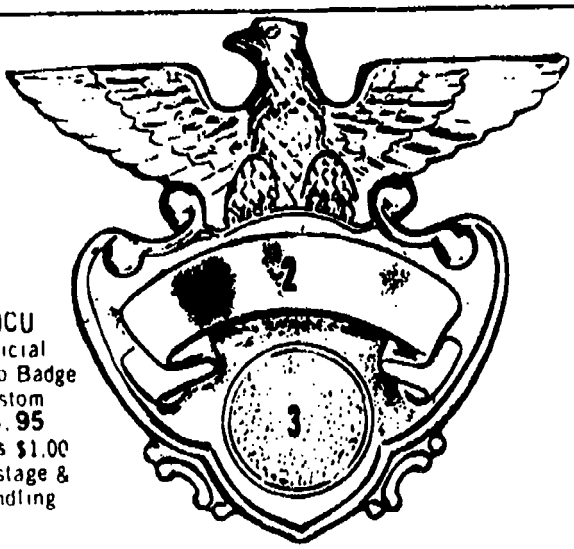
Badges
are shown
actual
size



250CU
Small
Custom Star
$14.95
plus 80c
postage &
handling

STAR | CIVIL DEFENSE | JUSTICE SYMBOL | CHOICE OF STATE SEAL

YOUR CHOICE OF 4 CENTER INSIGNIAS SHOWN
PLUS CUSTOM LETTERING TO YOUR SPECIFICATIONS
SEE BLUE ORDER FORM "B" FOR INSTRUCTIONS.



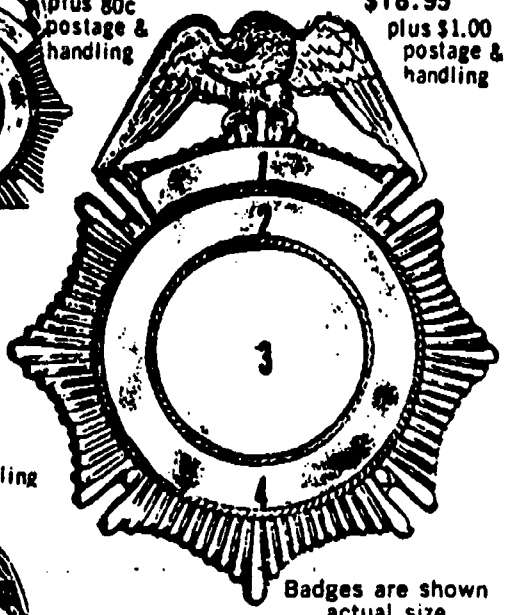
150CU
Official
Cap Badge
Custom
$18.95
plus $1.00
postage &
handling

CUSTOM-LETTERED BADGES

Custom designed to your exact specifications. Available in two finishes: Bronze (Gold color) and Rhodium Plate (Silver). For Rhodium, add $1 each.

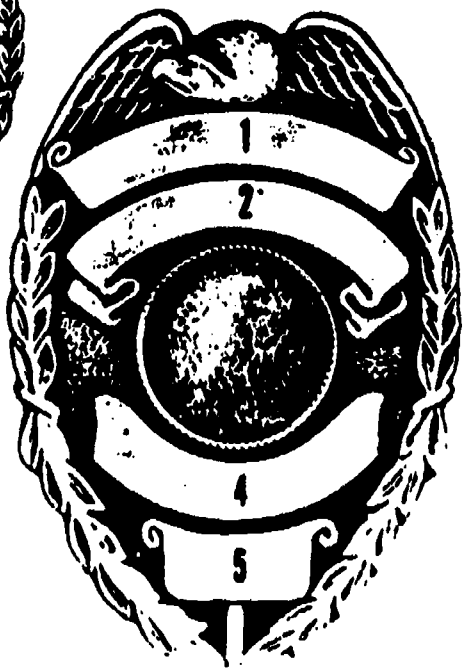
603CU Small Shield
Custom design
$14.95
plus 80c
postage & handling

613CU Large
Custom Shield
$18.95
plus $1.00
postage & handling



303CU
Small
Custom
Shield
$14.95
plus 80c
postage & handling

Badges are shown actual size



313CU
Large
Custom
Shield
$18.95
plus $1.00
postage & handling

FOR ORDERING INSTRUCTIONS, SEE ORDER BLANK "B"

SOLID BRONZE

TWO-PIECE MATCHING SETS PROFESSIONAL UNIFORM CAP INSIGNIA & BADGE

Designed for professional use by private officers and patrolmen.

CAT.NO.

BC-1..... Security Officer..... **$28.95** PER SET
plus $1.50 postage & handling

BC-5..... Special Officer..... **$28.95** PER SET
plus $1.50 postage & handling

★ ★ ★ ★

IMPORTANT:
No substitutions!
Available only in 2 titles shown in Gold finish.
For other lettering, see CUSTOM BADGES, pages 8, 9 & 10.

Badges are shown actual size

USE ORDER BLANK "A" TO ORDER SETS

AUTHENTIC WESTERN BADGES . . . REAL COLLECTORS' ITEMS!

Made from the original dies . . . rugged Wild West design in handsome nickel finish. Perfect for "quick draw" artists.

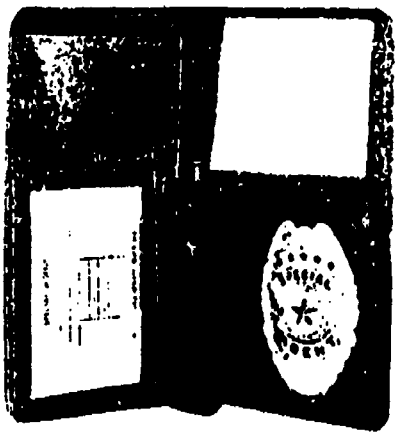
230 DEPUTY MARSHAL . . . A tour . . f the old frontier. Authentic in every detail, gleamin... ...kel. **$6.95**
plus 80c postage & handling

225 DEPUTY SHERIFF . . . Ideal for Western Buffs. Made from the original die; nickel finish **$6.95**
plus 80c postage & handling

USE ORDER BLANK "A" TO ORDER

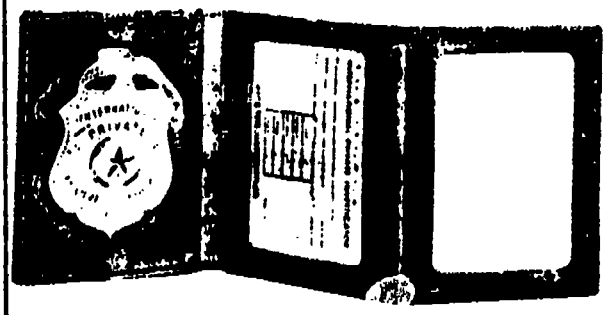
FLASH YOUR AUTHORITY WITH GENUINE LEATHER BADGE CASES

Professional Quality to Protect and Enhance Your Badge



452 POCKET SECRETARY — Combines badge case, note-pad and I.D. card case; holds a pen or pencil, too. Recessed to hold any badge shown in this catalog. Two compartments for money and papers, plus clear Vinyl window for I.D. Genuine leather with felt flaps that protect badge & I.D. **$16.95**

plus $1.50 postage & handling

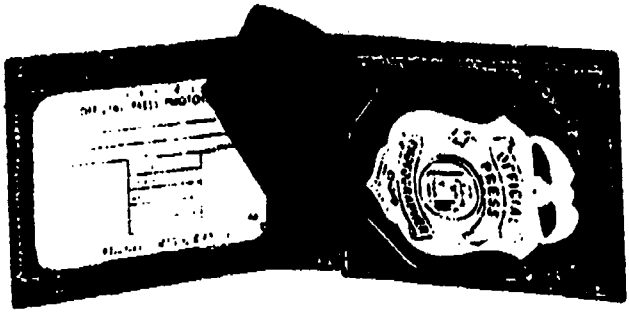


454 THREE-WAY FOLDING CASE — has TWO Vinyl identification card windows, plus recessed area to hold badge. Displays your authority instantly — ideal for investigators and law enforcement personnel. Rugged, durable professional quality genuine leather. **$12.95**

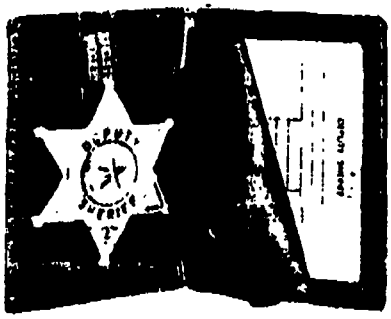
plus $1.00 postage & handling

International Police Equipment Company
15840 Ventura Blvd., Dept. 1200, Encino, Calif. 91436

FLASH YOUR AUTHORITY!



453 WALLET BADGE CASE – Combines badge case, billfold and I.D. Recessed area for flush-mounting badge, with felt flap for protecting badge and Vinyl window for I.D. Genuine leather; roomy money compartment. **$14.95**
plus $1.25 postage & handling

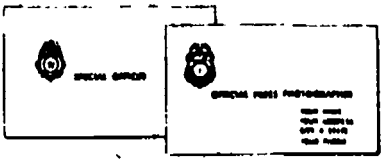


450 LEATHER BADGE CAS. – for investigators and special officers. Protects your badge on all sides; has felt flap and badge "slack strap". Vinyl I.D. window. Shows credentials in an official manner. **$5.95**
plus 80c postage & handling

451 DE LUXE LEATHER BADGE CASE – Professional case, reinforced with gold-colored metal corners. Slack strap and felt protecting flap **$6.95**
plus 80c postage & handling

International Police Equipment Company
15840 Ventura Blvd., Dept. 1200, Encino, Calif. 91436

PROFESSIONAL BUSINESS CARDS



Valuable identification for those in law enforcement and investigation work. Nine titles to choose from, each with its own handsome badge insignia. We will print up to FOUR lines of information at no extra charge. When you order, type or print the title you want — giving both name and number (see list below) plus your name; address; city, state and zip code; and phone number. No substitutions, order ONLY titles shown.

1. International Private Investigator
2. Private Detective
3. Official Press Photographer
4. Deputy Sheriff
5. Special Investigator
6. Special Agent
7. Professional Investigator
8. Special Officer
9. Security Officer

#475 · 1,000 Business Cards (all with same title) ...$24.95
plus $1.50 postage & handling

NEW! PROFESSIONAL FORMS FOR INVESTIGATION REPORTS . . .

#1600 INVESTIGATOR'S INFORMATION KIT

All the forms you need to make and file an official-looking report. Our exclusive kit contains all of the following important forms: **Fingerprint Cards; Field Interrogation Forms; Official Miranda Forms** (Advises criminal of rights.) **Suspect Description Forms** - with detailed list of physical traits for identification of suspect by witnesses. Our exclusive package makes your work easy and it will look professional

ORDER CAT. 1600 — Complete Kit $5.00
plus 80c postage & handling

INSTANT AUTHORITY IN ANY SITUATION!

#1504 - PROFESSIONAL IDENTIFICATION CARDS

Identify yourself with our impressive custom printed I.D. cards. Finest quality heavy stock; will fit any of our professional badge cases - or any wallet. Space is allowed for your photo and right index finger print. GIVE NAME AND NUMBER OF EACH I.D. CARD YOU WANT. (Example: 1504-5 Special Investigator)

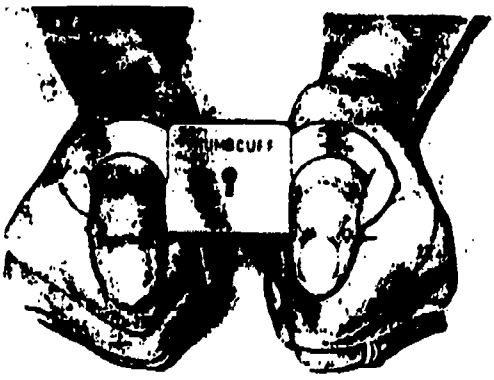
1. Intntl. Private Investigator
2. Private Detective
3. Official Press Photographer
4. Deputy Sheriff
5. Special Investigator
6. Special Agent
7. Professional Investigator
8. Special Officer
9. Security Officer
10. Legal Investigator
11. Emergency Medical Technician
12. Neighborhood Watch
13. Security Enforcement Officer
14. Search and Rescue
15. Accident Investigator
16. Ambulance Service
17. Volunteer Fire Fighter
18. Fingerprint Technician

ORDER CAT. NO. 1504 PLUS NAMES AND NUMBERS ABOVE — $2.00 for EACH Card Postpaid

PROFESSIONAL POLICE RESTRAINING DEVICES

650 — **HEAVY DUTY DOUBLE LOCK HANDCUFFS** — Professional flip-on wrist action cuffs lock instantly when applied to wrists. Sturdy, lifetime steel with polish nickel finish. A necessity for all law enforcement agents. Complete with two keys. **$18.95**
plus $1.50 postage & handling

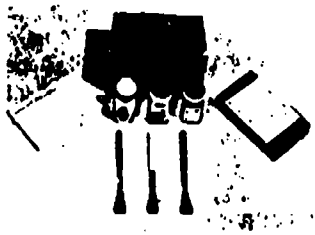
652 – Genuine Saddle Leather Handcuff Case.
$9.95
plus $1.00 postage & handling



655 · **THUMB-CUFFS** – Unique, hard-to-find manacle, available to International Police Equipment Company customers. These thumb-cuffs offer remarkable restraint, yet they weigh only 3 ounces! Fit any size thumb, large or small, male or female, with a positive locking action . . . will not slip. Ideal for juvenile officers, off-duty personnel, investigators and detectives. Nickel-finished steel. **$15.95**
plus $1.25 postage & handling

HARD TO FIND COLLECTOR'S ITEM AVAILABLE AGAIN.

FINGERPRINT EQUIPMENT

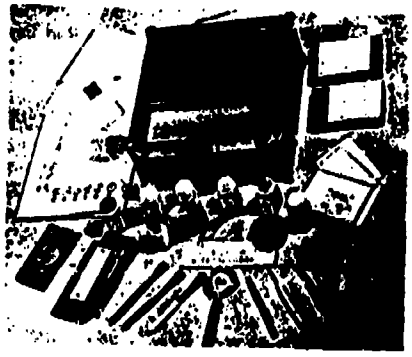


802 LATENT FINGERPRINT KIT

For investigators, students and businessmen who want to turn up hidden prints at the scene of a crime. Portable carrying case plus 3 powders, 3 brushes, 72 transo-lifts, 36 transheets and 20 evidence cards. Everything for locating and lifting prints

$24.95

plus $2.00 postage & handling



801 DE LUXE I.D. AND LATENT FINGERPRINT KIT

All the basic equipment needed for charting evidence at the scene of the crime in a portable carrying case. New "Porelon" fingerprint pad, cardholder, 5 types of special scientific powders PLUS 3 powder brushes, magnifier, atomizer, notebook, winding tape, ruler, transolifts, full supply of 3" x 5" evidence cards and large 8" x 8" record cards You also get a ridge counter, pencil, knife and two fingerprint charts

$79.95

plus $3.00 postage & handling

---

999 – TRANSFORM ANY PANE OF ORDINARY GLASS INTO A GENUINE ONE-WAY MIRROR!

You can see through it as clearly as a window—but on the other side, it appears to be a mirror! You can secretly watch any activity on the other side, and no one is aware they are being observed! Until now, ONE-WAY MIRRORS were expensive to purchase, difficult to install. But, recognizing their importance in crime work, we have perfected a formula—using simple, everyday chemicals, easily obtainable at low cost—that allows you to transform any glass in doors, windows, mirrors, etc. into a valuable ONE WAY MIRROR!

CAT.NO. 999 $2

TD-5 PROFESSIONAL THEFT DETECTION KIT

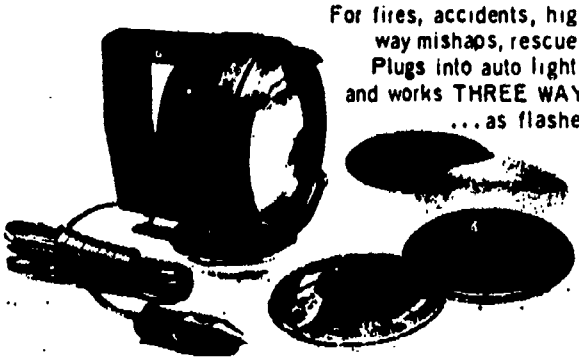
A must for trapping sneak thieves, prowlers, dishonest employees, industrial espionage, etc. Foolproof scientific method uses an invisible powder that is blown onto safes, doorknobs, confidential papers, money, cash registers, drawers – wherever you want to set a trap for suspects. When the powder comes in contact with a person's skin, it turns into a brilliant purple stain that will not wash off. (Does not harm skin.) Complete kit in a durable carrying case to take on jobs.

ORDER CAT. NO. TD-5 **$16.95**
plus $2.00 postage & handling

1900 THREE-WAY FLASHING SPOT LIGHT FOR EMERGENCIES

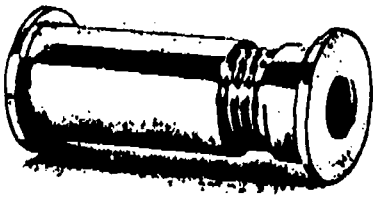
Has Four Colored Lenses and 12-Foot Cord

For fires, accidents, highway mishaps, rescues! Plugs into auto lighter and works THREE WAYS ...as flasher,



hand-held or stationary spot light. Has finest Tungsten flashers and long-life sealed beam GE bulbs. Comes with FOUR different color lenses - Red, Green, Amber, Blue. Sturdy magnetic base holds firmly to dashboard and metal surfaces.

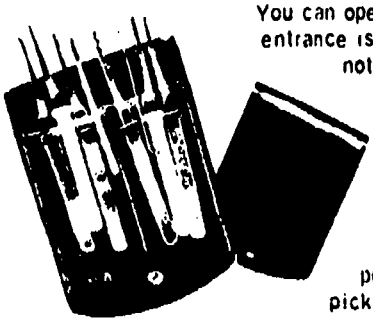
ORDER CAT. NO. 1900 Complete Set **$39.95**
plus $2.50 postage & handling



995 - OBSERVASCOPE LETS YOU SEE THROUGH ANY WALL – Optical wall probe is used by police agencies throughout the world. Contains two powerful wide angle lenses . . . you are unseen but can see through walls Used to detect shoplifters, for industrial espionage, vice cases Order several and use to gain important evidence **$4.95** each
plus 50c postage & handling

HARD-TO-FIND EQUIPMENT for INVESTIGATORS

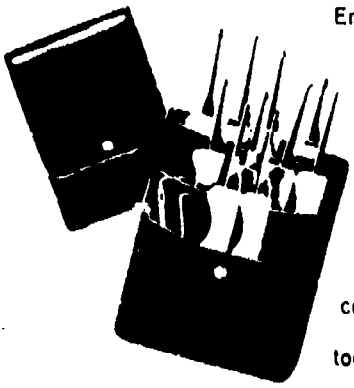
PROFESSIONAL LOCK PICK SET



You can open locks when emergency entrance is necessary and keys are not available. Investigators and detectives need these invaluable tools. Made of blue tempered spring steel. Handy carrying case conveniently fits shirt or coat pocket. Professional lock pick set with full instruction book.

ORDER CAT. #2050 **$16.95** plus $1.50 postage & handling

2075 PROFESSIONAL 12-PIECE DELUXE LOCK PICK SET ... COLOR CODED HANDLES



Emergency entrance needed ... and no keys? All investigators and detectives swear by these valuable tools. TEN blue-tempered spring steel picks, each with a different color handle for easy selection ... plus TWO tension wrenches ... all in a convenient carrying case; room for your small tools, too. Made by skilled craftsmen in the U.S.A. Space-saving compact kit includes a complete Instruction Book.

ORDER CAT. NO. 2075 12-Piece De Luxe Lock Pick Set **$29.95** plus $2.00 postage & handling

OPENS ANY PIN TUMBLER LOCK!

1050 LOCK GUN

Used by professional locksmiths, it's also essential for private investigators, all law enforcement agents, insurance investigators. Fits all keyways ... opens every type of pin tumbler lock ... even many so-called "pickproof" types. Simple to use – insert into lock, pull trigger – shoot it like a gun. Cannot harm locks. Another International Police Equipment Company professional quality aid in investigation. Yours for only **$59.95** plus $2.00 postage & handling

INTERNATIONAL POLICE EQUIPMENT COMPANY
15840 Ventura Blvd., Dept. 1200, Encino, California 91436

ORDER BLANK "B"

FOR CUSTOM-LETTERED BADGES *ONLY*

(Use white Order Blank "A" for all other items.)

IMPORTANT: Please read these simple instructions before ordering:

METHOD OF PAYMENT:

A. Personal or company checks will delay your order, as we must wait until they clear bank for payment. For faster service send Money Order or Cashier's Check.

B. All foreign orders including Canada and Mexico must be paid in U.S. funds payable through a U.S. bank or post office.

CUSTOM ORDERS TAKE TIME . . . PLEASE ALLOW 4-6 WEEKS FOR DELIVERY

Catalog Number _____ How Many _____ Badge Price each $ _____

(Add $1 extra for each Rhodium Plate badge)

☐ Polished Bronze (gold color)
☐ or Rhodium Plate (silver color) $1 extra

Add $1 extra for each Rhodium Plate badge $ _____

TOTAL $ _____

Add 6% sales tax for California residents only $ _____

Handling & postage $ _____

TOTAL AMOUNT ENCLOSED $ _____

In cash ☐ Check ☐ Money order ☐

NO C.O.D.s on any Custom-Lettered Badges.

PLEASE PRINT CAREFULLY

Name _____

PLEASE PRINT CAREFULLY

Address _____

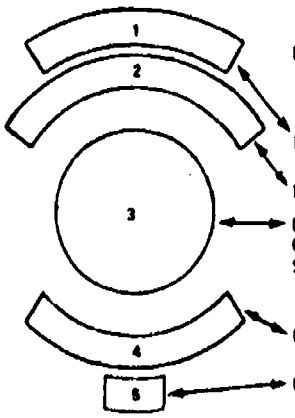
PLEASE PRINT CAREFULLY

City _____

PLEASE PRINT CAREFULLY

State _____ Zip _____

PRINT OR TYPE THE LETTERING YOU WANT ON YOUR BADGE IN THE PANELS SHOWN.



a) All badges do not have all five panels, so fill in only the numbers that apply to the badge you are ordering. Use a separate sheet of paper, if ordering more than one badge.

b) If the badge you order has more panels than you need for your custom lettering — don't worry! We will fill in the extra panels with a design of small stars.

PANEL 1 — LETTERING _____ (PRINT OR TYPE)

PANEL 2 — LETTERING _____ (PRINT OR TYPE)

PANEL 3 — CHOICE OF DESIGN. SEE PAGE 9. CHECK ONE ONLY:
STAR ☐ / JUSTICE ☐ / CIVIL DEFENSE ☐
STATE SEAL ☐ Name of State _____

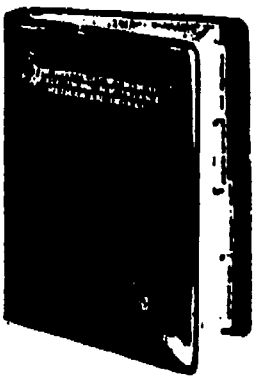
PANEL 4 — LETTERING _____ (PRINT OR TYPE)

PANEL 5 — CHOICE OF LETTERING, NUMBERS, SCROLL OR STARS _____ (PRINT OR TYPE)

REMEMBER: Personal or company checks will delay your order, as we must wait until they clear bank before we can ship your order.

COMPLETE "BUGGING" MANUAL

information available to the public for the very first time!! . . . the complete manual of investigator's intelligence methods and electronic surveillance devices.



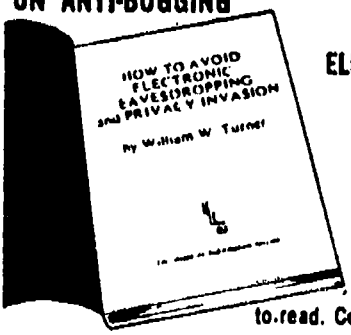
BM-1 INVESTIGATOR'S MANUAL
This big, tab-indexed book describes every detail of how bugging, electronic eavesdropping and anti-surveillance takes place. You'll learn about the sophisticated equipment used . . . plus the true facts on bugging. This is the type of information you would expect to find only in a classified document. A manual of equipment and procedures that is as informative for the professional as it is instructive and educational for the amateur. Protect yourself against privacy invasion!

- PACKED WITH DETAILED PHOTOGRAPHS . . .

All-new information, including: Actual Case Histories . . . 50 Questions & Answers To Test Yourself on Bugging . . . Anti-Bugging . . . Counter-Espionage . . . Transceivers . . . Amplifiers . . . Tailing Devices . . . Shadowing Methods . . . Tape Recorders . . . Wire-Tapping . . . Surveillance of the Future . . . Equipment . . . and many, many more.

- THE INVESTIGATOR'S MANUAL is an important accessory in crime detection and all phases of investigation. Invaluable to any businessman, industry, law enforcement agency or investigator . . . a wealth of information the serious student will not find elsewhere . . . Handsomely bound in black leather-like, gold-stamped binder **$15.00** plus $1.50 postage & handling

FORMER FBI AGENT REVEALS INSIDE INFORMATION ON ANTI-BUGGING



#1503—HOW TO AVOID ELECTRONIC EAVESDROPPING AND PRIVACY INVASION
By William W. Turner, FBI agent for ten years. You've read about his "black bag" jobs in newspaper accounts of the Watergate break-in. Now read his 192-page manual. Fully illustrated, compact, easy-to-read. Covers every important subject:

- Anti-Bugging Laws: Complete Text; What's Legal . . . What's Illegal.
- How Telephone can be used by Eavesdroppers 1,000 miles away.
- How to use your TV Set as a Bug Sniffer and Locator; step-by-step instruction; how to use other appliances as bug detectors.
- Auto Bugging; The Bumper Beeper; White Sound . . . How It Thwarts Bugs.
- Sophisticated Bugs — Instructions for Locating and Removing Their Threat. Sub-Miniature Microphones, Parabolic (Big Ear) Listening Devices. Shotgun Mike. Spike Mike. Stethoscope Mike . . . and many more. Your privacy may already be at stake . . . and your client's, too, if you are a professional investigator — this manual is a MUST. **$9.95**

20 plus 80c postage & handling

Mr. WILLIAMS. Mr. Hayes.

Mr. HAYES. I just must express my admiration to Mr. Wooden for his forthright position, particularly in terms of spending priorities, and spending less money for our defense, and too little on—should spend less money for defensive purposes, and spend more on trying to protect our children. I share and agree with your opinions in this respect.

I did not hear you say—maybe before I say this I should back up a little bit. The thing that sort of shocked me a little bit by your forthrightness I always felt there were certain inhibitions that had to be shared by people in the media, as you are, and expressing their real feeling on issues such as our national defense spending. I guess you have no fear, retributions for having been forthright here with us.

And my final question is is whether or not you support the bill that we're conducting a hearing on here today?

Mr. WOODEN. Of course. Of course I support it totally. And let me just say this. As a former political campaign manager who never lost elections for seats in Congress, for legislature, the municipality of White Plains, NY, I'm going to have a ball with that 300,000 people that sent for the brochure. And when we get up to a half a million I'm going to have a creative ball. And with our computer project I'm going to have a multicreative ball.

Mr. HAYES. Thank you, Mr. Chairman.

Mr. WILLIAMS. Mr. Wooden, as you know, these are difficult deficit times, and the Congress and the President, the American people are struggling with how to move this terribly out-of-balance budget closer to some equilibrium.

I serve on the House Budget Committee. One, as did Paul Simon before me, and as Paul knows, one doesn't serve on that committee—very long before you quickly recognize that this country has enormous wealth. While tax dollars are not finite, and there's only a certain amount that the American people are willing to contribute and spend on this federal system, that amount is nonetheless an enormous number of dollars.

So when we seek $10 million for this type of an effort, that $10 million is there. It's there many, many times over.

What has not been there in the past is the appropriate will to reset America's compass to spend significant amounts of money on these types of efforts.

Since you've been testifying, Mr. Wooden, the Pentagon has spent all of the money asked for in this legislation. And since this hearing began this morning the Pentagon has spent four and a half times the money that is asked for in this legislation. The dollars are there. We just need more people such as you who say "let's redirect America's compass, and spend the dollars where they need to be spent."

I commend you for your testimony.

Mr. WOODEN. Well, I thank you, and I'm here, you know, as a private citizen, again, father, and I'm here as the founder of the National Coalition for Children's Justice, and I'm dedicated to making the Pentagon go into financial weight watchers club because we can't tolerate—we can't tolerate their obscene, obscene greed while kids are being murdered in this country.

I leave you with one last thought. It's an anecdote.

During the campaign I'm told the chief of police met Gov. Ronald Reagan, and he said to Governor Reagan "Governor, I have never met a Russian who killed an American yet." Since that comment was made, about 15,000 children were murdered in this country not by any Russian lord, not by any guerrilla terrorist tactics. It was done individually; it was done alone; and it is a national disgrace.

I hope you quickly pass this law, and I hope you will take into serious account a National Child Defense Act. And in my own small part, with a classroom of some 29 million people on "20/20," perhaps we can educate the public, and make children safe. They look up to us. They have a trust where they think we're going to protect them. It's a start, but it's a small step.

Mr. WILLIAMS. We thank you for your good efforts.

Mr. WOODEN. Thank you.

Mr. WILLIAMS. The next witness is Dr. Michael W. Agopian, director of Child Stealing Research Center, Los Angeles, CA.

Doctor, we appreciate you being here, and you may proceed.

[Prepared statement of Dr. Michael W. Agopian follows:]

PREPARED STATEMENT OF DR. MICHAEL W. AGOPIAN, DIRECTOR, CHILD STEALING RESEARCH CENTER, LOS ANGELES, CA, AND CHAIRMAN, CALIFORNIA STATE ADVISORY GROUP ON JUVENILE JUSTICE AND DELINQUENCY PREVENTION, SACRAMENTO, CA

DEAR CONGRESSMAN ANDREWS AND SUBCOMMITTEE MEMBERS:

ON BEHALF OF GOVERNOR GEORGE DEUKMEJIAN AND THE CITIZENS OF CALIFORNIA I THANK YOU FOR THE INVITATION TO SPEAK TO YOU TODAY REGARDING MISSING CHILDREN AND THE REAUTHORIZATION OF THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT. YOU ARE ALL TO BE COMMENDED FOR CONDUCTING THIS HEARING. YOUR LEADERSHIP AND VIGOR IN MEETING OUR NATIONAL RESPONSIBILITY TO OUR CHILDREN IS DEEPLY APPRECIATED.

I AM DIRECTOR OF THE CHILD STEALING RESEARCH CENTER IN LOS ANGELES. SOME OF THE SUBCOMMITTEE MEMBERS ARE AWARE OF THE MOST SIGNIFICANT WORK FROM THIS PROGRAM, MY BOOK -- PARENTAL CHILD STEALING (D.C. HEATH,1981). IN ADDITION, I WAS APPOINTED BY GOVERNOR DEUKMEJIAN AS CHAIRMAN OF THE CALIFORNIA STATE ADVISORY GROUP ON JUVENILE JUSTICE AND DELINQUENCY PREVENTION. THIS STATE ADVISORY GROUP ADMINISTERS THE JUVENILE JUSTICE ACT IN OUR STATE. THEREFORE, I AM INTENSELY CONCERNED WITH YOUR SUBCOMMITTEE AND ITS EFFORTS TO IMPACT MISSING CHILDREN AND JUVENILE JUSTICE.

EIGHT YEARS-A-GO THIS HEARING WOULD NOT HAVE BEEN HELD. I SUSPECT THAT THE MEDIA WOULD NOT HAVE BEEN SO INTERESTED NOR WOULD THE LARGE NUMBERS OF PEOPLE HAVE ATTENDED. WE ARE ALL AWARE OF THE ADAM WALSH CASE. BUT PLEASE RECOGNIZE THAT THERE ARE TENS OF THOUSANDS OF ADDITIONAL ADAMS' THAT ARE NOT SO PROMINENTLY REPORTED BY THE MEDIA. TODAY THE PROBLEM OF MISSING CHILDREN IS A SERIOUS AND PERVASIVE NATIONAL TRAGEDY. THE SORROW THAT PARENTS ENDURE WHEN A CHILD IS MISSING POSES AN UNFAIR TEST OF COURAGE. THIS IS A UNIQUE PAIN. IT INFLICTS A DEEP AND OPEN WOUND THAT DRAINS A PARENTS LOVE, STAMINA,

HOPE, AND ALSO FINANCES. THE DANGER AND ABUSE THAT OUR CHILDREN EXPERIENCE TODAY IS A NATIONAL DISGRACE.

CALIFORNIA HAS BECOME AN ENTICING ENVIRONMENT FOR MISSING CHILDREN. IN NORTHERN CALIFORNIA WE HAVE SAN FRANCISCO AND BERKELEY WITH THE HAIGHT-ASHBURY DISTRICT WHICH STILL ATTRACTS MANY JUVENILES. IN SOUTHERN CALIFORNIA WE HAVE THE APPEAL OF THE FAMOUS HOLLYWOOD AREA. THESE TWO REGIONS ARE STRONG MAGNETS FOR NOT ONLY CALIFORNIA'S JUVENILES BUT ALSO YOUTHS FROM OTHER STATES.

YET, WHATEVER THE LURE THAT BRINGS CHILDREN TO CALIFORNIA OUR PRIMARY CONCERN IS WHAT HAPPENS TO THESE CHILDREN. THE PROBLEMS FACED BY MISSING CHILDREN ARE SHOCKING.

--- YOUNG, NAIVE, UNABLE TO SUPPORT THEMSELVES OR AFRAID TO ASK FOR HELP, THEY EASILY FALL INTO THE CLUTCHES OF "KIDDIE HAWKS" TO BE USED FOR PORNOGRAPHY.

--- THEY ARE USED BY PIMPS AND OTHERS FOR PROSTITUTION AND SEXUAL EXPLOITATION. THESE CHILDREN OFTEN FALL ALONG THE WAY INTO DRUG USE AND ARE VICTIMS OF REGULAR PHYSICAL ASSAULTS.

THE CHILDREN WHO ARE FORTUNATE ENOUGH TO BE RECOVERED, OR RESCUED, ARE OFTEN SCARRED AND DAMAGED BOTH PHYSICALLY AND EMOTIONALLY.

THE VOLUME OF MISSING CHILDREN IS A CLEAR SIGNAL THAT WE HAVE THE SEEDS FOR A TRUE EPIDEMIC. ALTHOUGH THERE ARE SOME STATISTICAL PROBLEMS WITH DETERMINING THE EXACT NUMBER OF MISSING CHILDREN, THERE IS GENERAL AGREEMENT AMONG PROFESSIONALS REGARDING THE FOLLOWING PROFILE:

--- THERE ARE ALMOST 2 MILLION CHILDREN REPORTED MISSING EACH YEAR

ACCORDING TO A STUDY BY THE FEDERAL DEPARTMENT OF HEALTH AND HUMAN SERVICES. NEARLY 1.8 MILLION OF THESE CHILDREN ARE RUNAWAYS (90 PERCENT).

--- APPROXIMATELY 75,000 ARE ABDUCTED EACH YEAR BY A NON-CUSTODIAL PARENT.

--- AS OF NOVEMBER 1983 THE F.B.I.'S NATIONAL CRIME INFORMATION CENTER (NCIC) MISSING PERSONS FILE CONTAINED A TOTAL OF 26,887 REPORTS OF WHICH 19,345 ARE JUVENILES --- AN ASTONISHING 72 PERCENT. IT IS IMPORTANT TO NOTE THAT ONLY 10 PERCENT OF ALL MISSING PERSONS ARE ENTERED INTO THIS RECORD.

--- IN CALIFORNIA, THE DEPARTMENT OF JUSTICE BUREAU OF CRIMINAL IDENTIFICATION AND INFORMATION, OUR STATE CRIMINAL JUSTICE DATA CENTER, COMPLETED A SURVEY DURING 1983 THAT DISCOVERED 70,000 MISSING CHILDREN IN CALIFORNIA REPORTED TO LAW ENFORCEMENT AGENCIES. (SURVEY OF 13 LAW ENFORCEMENT AGENCIES THAT REPRESENTED 25 PERCENT OF THE STATE POPULATION (SEE SEC. 11114 PC). ALSO, BETWEEN 1979 AND 1983 WE HAVE 553 UNIDENTIFIED PERSONS, JOHN OR JANE DOE'S, OF WHICH 40 PERCENT ARE JUVENILES. OF THESE 40 PERCENT JUVENILES, 65 PERCENT ARE MALES. OF THE 70,000 MISSING JUVENILES, 20,000 ARE STILL MISSING AFTER 30 DAYS.

--- IN 1983 THE LOS ANGELES SHERIFF'S OFFICE RECORDED A TOTAL OF 4,202 CHILDREN MISSING. IN 20 PERCENT OF THESE CASES THE MISSING CHILD IS NEVER LOCATED OR RECOVERED. RUNAWAYS ACCOUNTED FOR 80 PERCENT OF THESE CASES WHILE 10 PERCENT WERE NON-CUSTODIAL ABDUCTIONS, AND THE REMAINDER INCLUDED STRANGER ABDUCTIONS OR OTHER TYPES.

--- IN 1982 THE LOS ANGELES POLICE DEPARTMENT RESPONDED TO 3,863 MISSING JUVENILE REPORTS. OF THESE, 1,553 WERE BOYS AND 2,310 WERE GIRLS -- DOES NOT INCLUDE KIDNAPPINGS OR PARENTAL ABDUCTIONS.

--- IN 1983 THE SAN FRANCISCO POLICE DEPARTMENT LOGGED 2,938 MISSING PERSONS REPORTS OF WHICH 1,764 OR 60 PERCENT ARE JUVENILES.

--- THE SAN DIEGO SHERIFF'S DEPARTMENT REPORTED 1,211 CHILDREN MISSING IN 1983 WITH 224 NEVER RECOVERED. IN 1982 THEY RECORDED 870 CHILDREN MISSING WITH 110 OF THESE CHILDREN NEVER FOUND.

--- AND FINALLY, THE ALAMEDA COUNTY SHERIFF'S DEPARTMENT REPORTS 1,040 MISSING CHILDREN DURING 1983.

WE NEED TO KEEP IN MIND THAT THESE STATISTICS FOR CALIFORNIA ARE BASED UPON CRIMES REPORTED TO LAW ENFORCEMENT AGENCIES AND SUFFERS FROM UNDER-REPORTING. THESE FIGURES ARE, THEREFORE, CONSERVATIVE.

YOUR LEADERSHIP IN THE FORM OF H.R. 4971 IS AN EXCELLENT ATTEMPT TO DEAL WITH THE TRAGEDY OF MISSING CHILDREN. THIS LEGISLATION IS THE NEXT SENSIBLE AND NECESSARY STEP FOLLOWING THE IMPLEMENTATION OF THE MISSING CHILDREN'S ACT IN 1982 AND THE PARENTAL KIDNAPPING PREVENTION ACT IN 1980. H.R. 4971 WOULD PROVIDE THE FIRST COMPREHENSIVE FEDERAL EFFORT TO ASSIST MISSING CHILDREN. IT WILL GO A LONG WAY IN REDUCING THE ROADBLOCKS TO LOCATING MISSING CHILDREN. THIS LEGISLATION WILL PLAY AN IMPORTANT ROLE IN ASSISTING STATE OR LOCAL SERVICES WHICH ARE NOW FRAGMENTED, EPISODIC, OR NON-EXISTENT.

STATE AND LOCAL AGENCIES NEED FEDERAL LEADERSHIP AND DIRECTION. THIS FEDERAL ROLE MUST INDUCE STATES TO TAKE ACTION. IT SHOULD SET GENERAL GUIDELINES AND SUGGEST PROGRAMS, COORDINATE ASSISTANCE IN INTER-STATE CASES, PROVIDE TRAINING, TECHNICAL ASSISTANCE, PROVIDE

SUPPORT FOR ESSENTIAL RESEARCH, BUT MOST IMPORTANTLY OF ALL, CLEAR LEADERSHIP IS NEEDED IN PRACTICAL EFFORTS TO REDUCE THE INCIDENCE OF MISSING CHILDREN AND TO RECOVER LONG-TERM MISSING CHILDREN.

I WOULD RECOMMEND THAT YOU CONSIDER THE FOLLOWING ADDITIONS TO H.R. 4971:

1. THE ADMINISTRATION OF THE ACT SHOULD BE PLACED WITHIN THE DEPARTMENT OF JUSTICE, MOST LIKELY WITH THE OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION AS H.R. 4300 SPECIFIED. MISSING CHILDREN IS PRIMARILY A LAW ENFORCEMENT PROBLEM. EXPANDED INTER-STATE SEARCHES, INTER-AGENCY COORDINATION AND COMMUNICATION, TRAINING, AND THE EXPERTISE TO ASSIST STATE AND LOCAL AGENCIES CAN BEST BE ACCOMPLISHED WITH FEDERAL LEADERSHIP FROM THE DEPARTMENT OF JUSTICE.
2. INSTEAD OF A "COMPETITIVE" GRANT PROGRAM I WOULD SUGGEST A "CATEGORICAL" GRANT PROGRAM THAT IS BASED UPON DEMONSTRATED NEED OR THE AT-RISK POPULATION.
3. PROVIDE AS MUCH FUNDING AS POSSIBLE UNDER THIS ACT TO STATES FOR DIRECT SERVICES AND PROGRAMS TO MISSING CHILDREN.
4. SPECIFY WITHIN THE LEGISLATION TO PROVIDE TRAINING AND INFORMATIONAL PROGRAMS FOR LAW ENFORCEMENT, LAWYERS, JUDGES, MEDICAL, AND SCHOOL PERSONNEL, AND ALSO PARENTS.

CALIFORNIA IS VERY ENTHUSIASTIC ABOUT YOUR EFFORTS ON BEHALF OF MISSING CHILDREN AND STRONGLY SUPPORTS THE IMPLEMENTATION OF H.R. 4971. THE MAJOR ISSUE HERE IS OUR COMMITTMENT TO OUR CHILDRENS SAFETY, AND SUPPORT TO FAMILIES. GIVE CHILDREN A CHANCE TO GROW-UP IN SAFETY.

AND NOW, I WOULD LIKE TO MAKE SOME BRIEF REMARKS ABOUT ANOTHER ASPECT OF H.R. 4971 -- TITLE II, SEC. 201 -- THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT.

THE JUVENILE JUSTICE ACT IS ONE OF THE FINEST EXAMPLES OF "COOPERATIVE FEDERALISM" TO BE FOUND. THIS PROGRAM HAS PROVIDED A CLEAR AND COMPREHENSIVE NATIONAL POLICY FOR THE REDUCTION OF YOUTH CRIME. SINCE ITS CREATION IN 1974, THE ACT HAS PROVIDED NEEDED LEADERSHIP AND MOTIVATION FOR IMPORTANT IMPROVEMENTS AND CHANGES IN JUVENILE JUSTICE. I KNOW FIRST HAND THAT IN CALIFORNIA, AND IN MANY OTHER STATES THAT I HAVE VISITED, THAT IMPROVEMENTS IN THE JUVENILE JUSTICE SYSTEM ARE DUE, LARGELY, TO THIS FEDERAL JUVENILE JUSTICE ACT.

THE PROGRAM EXPECTATIONS HAVE BEEN GENERALLY MET BY PARTICIPATING STATES.

--- YES, THIS ACT HAS INSPIRED THE REMOVAL OF STATUS OFFENDERS, NEGLECTED, OR DEPENDENT CHILDREN FROM SECURE DETENTION FACILITIES AND PLACED THEM INTO MORE APPROPRIATE ALTERNATIVE PROGRAMS. IN FACT, WE HAVE REDUCED THE NUMBER OF SUCH CHILDREN NATIONALLY BY 82 PERCENT.

--- YES, THIS ACT HAS BEEN THE CATALYST FOR THE REMOVAL OR SEPARATION OF JUVENILES FROM ADULTS IN JAILS.

--- AND YES, BECAUSE OF THIS ACT STATES HAVE VIGOROUSLY PURSUED MORE EFFECTIVE AND CREATIVE DELINQUENCY PREVENTION PROGRAMS.

BUT KEEP IN MIND THE NEEDS OF OUR CHILDREN THAT REMAIN UNACCOMPLISHED:

--- 50,000 STATUS OFFENDERS, DEPENDENT, OR NEGLECTED JUVENILES

CONTINUE TO REMAIN HELD IN SECURE DETENTION FACILITIES.

--- EACH YEAR ABOUT 500,000 JUVENILES CONTINUE TO BE LOCKED UP IN ADULT JAILS. THE AVERAGE AGE OF THESE CHILDREN IS 15 YEARS. THIS REMINDS ME OF CHRISTOPHER PETERMAN, A 17 YEAR OLD WHO WAS LOCKED IN THE BOISE, IDAHO JAIL FOR FAILING TO PAY $73.00 IN TRAFFIC TICKETS. OVER A 14 HOUR PERIOD HE WAS TORTURED AND EVENTUALLY BEATEN TO DEATH BY OTHER INMATES IN HIS CELL.

--- I THINK OF THE FACT THAT THE SUICIDE RATE FOR JUVENILES HELD IN ADULT JAILS IS 8 TIMES GREATER THAN THE RATE FOR THOSE HELD IN JUVENILE DETENTION FACILITIES.

THE JUVENILE JUSTICE ACT HAS BEEN A VERY IMPORTANT COMPONENT OF CALIFORNIA'S PROGRAM DEALING WITH YOUTH CRIME. THE FUNDING PROVIDED TO STATES UNDER THIS PROGRAM, WHAT MANY CALL "SEED MONEY", HAS INSPIRED IMPORTANT TREATMENT, SERVICE, AND INTERVENTION PROGRAMS TO JUVENILES IN CALIFORNIA THAT INCLUDE: GANG VIOLENCE SUPPRESSION, SCHOOL SAFETY, RESTITUTION PROGRAMS THAT NOT ONLY IMPACT THE OFFENDER BUT AID THE VICTIMS OF YOUTH CRIME, CHILD ABUSE, AND OF COURSE, THE MAJOR PROGRAM OBJECTIVES THAT I NOTED PREVIOUSLY. I WOULD CALL YOUR ATTENTION TO A REPORT WHICH IS ATTACHED AFTER MY TESTIMONY THAT DISCUSSES IN DETAIL ADDITIONAL SUCCESSES CALIFORNIA HAS ACHIEVED UNDER THIS ACT.

THIS ACT PROVIDES SPECIFIC AND IMPORTANT NATIONAL STANDARDS TO STATES FOR JUVENILE JUSTICE. WE MUST NOT BE SO SHORT-SIGHTED, NOR UNCARING, TO THROWAWAY OUR PAST GAINS. THE JUVENILE JUSTICE SYSTEM REQUIRES NATIONAL LEADERSHIP WITH A FEDERAL OFFICE WITHIN THE DEPARTMENT OF JUSTICE TO BE A VOICE FOR BOTH YOUNG PERSONS IN TROUBLE

AND ALSO FOR OUR CITIZENS WHO ARE FEARFUL OF JUVENILE CRIMINALS.

THE PROBLEMS WE FACE IN THE JUVENILE JUSTICE SYSTEM ARE NOT STATIC. THE DEMANDS PLACED ON THE JUVENILE SYSTEM FOR JUSTICE ARE EVOLVING AND DYNAMIC. IT IS NAIVE TO BELIEVE THAT THE SUCCESSES OF YESTERDAY ARE SUFFICIENT TO PROVIDE OUR NATION WITH A SAFE AND PROSPEROUR FUTURE. ALTHOUGH THE JUSTICE SYSTEM IS LARGELY RE-ACTIVE, THE FEDERAL JUVENILE JUSTICE ACT IS A RARE PROGRAM THAT IS CREATING A PRO-ACTIVE SYSTEM FOR JUVENILES THAT IS CLEARLY A SUCCESS.

I MUST ADMIT THAT I AM ENORMOUSLY IMPRESSED WITH TITLE II OF H.R. 4971. IT IS EVIDENT THAT YOU DISTINGUISHED CONGRESSMEN UNDERSTAND THE NEEDS OF YOUTHFUL OFFENDERS AND THE PROBLEMS THAT STATES GRAPPLE WITH IN ATTEMPTING TO PROVIDE EFFECTIVE JUVENILE JUSTICE. H.R. 4971 IS AN EXQUISITELY FINE-TUNED LEGISLATION, ADDING IMPORTANT NEW QUALITIES, THAT WILL MAKE FOR A VERY SUCCESSFUL PROGRAM. THE OVERALL SCOPE OF TITLE II, WHETHER IT BE THE PROGRAMS GOALS AND EMPHASIS,FORMULA FOR SUPPORT TO STATES, THE FUNCTIONING AND STRUCTURE OF THE FEDERAL ADMINISTRATION, TRAINING, OR COMPETITIVE RESEARCH PROGRAM, PROVIDES THE INGREDIENTS FOR A TRUELY OUTSTANDING PROGRAM. I WOULD RECOMMEND, HOWEVER, THAT A FIRST YEAR FUNDING LEVEL OF $125,000,000 BE ESTABLISHED.THIS WOULD ENSURE THE SUCCESSFUL IMPLEMENTATION OF THE LEGISLATION.

CALIFORNIA GOVERNOR GEORGE DEUKMEJIAN HAS LONG BEEN AWARE OF THE IMPORTANT ROLE THIS JUVENILE JUSTICE ACT HAS PLAYED IN IMPROVING SAFETY IN CALIFORNIA. YOU SHOULD RECENTLY HAVE RECEIVED A PERSONAL LETTER FROM OUR GOVERNOR INDICATING HIS VIGOROUS SUPPORT TO REAUTHORIZE THE JUVENILE JUSTICE ACT. WE ENCOURAGE YOUR STRONG SUPPORT OF H.R. 4971. IF THERE IS ANYTHING THAT WE CAN DO IN CALIFORNIA TO ASSIST ITS AUTHORIZATION PLEASE LET ME KNOW.

THANK YOU VERY MUCH FOR THE OPPORTUNITY TO SPEAK TO THIS DISTINGUISHED SUBCOMMITTEE.

* *

STATE OF CALIFORNIA
GEORGE DEUKMEJIAN, Governor
OFFICE OF CRIMINAL JUSTICE PLANNING
OFFICE OF THE DIRECTOR
9719 LINCOLN VILLAGE DRIVE, SUITE 602
SACRAMENTO, CALIFORNIA 95827

March 30, 1984

Dear Congressman:

Subject: Reauthorization of the Juvenile Justice and Delinquency Prevention Act

The Juvenile Justice and Delinquency Prevention (JJDP) Act will terminate on September 30, 1984. Since its inception in 1974, the JJDP Act has inspired and supported important services and programs dealing with delinquency prevention and improvements in the juvenile justice system. H. R. 4971 (Andrews) provides for the reauthorization of this program with important improvements.

It is vital that leadership at the national level recognize and support local efforts in dealing with delinquency prevention and improving juvenile justice. The JJDP Act has been a valuable foundation for California in providing care and treatment services for juveniles. The Act has supported successful and needed services for minors, including the areas of: child abuse, school safety, crime control and delinquency prevention, reduction of gang violence, drug abuse suppression, separation of minors from adults in jails, and deinstitutionalization of status offenders.

Your support for H.R. 4971 to reauthorize the Juvenile Justice and Delinquency Prevention Act is vital. A great deal has been accomplished under this program. We must vigorously support our most valuable resource -- our children.

Sincerely,

Michael W. Agopian

DR. MICHAEL W. AGOPIAN
Chairman, State Advisory Group on
Juvenile Justice and Delinquency Prevention

MWA:ch

REAUTHORIZATION
OF THE
JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT

I. POSITION

California supports the reauthorization of the Juvenile Justice and Delinquency Prevention (JJDP) Act.

II. INTRODUCTION

It is of utmost importance that the federal government continue its leadership role in the juvenile justice area. Federal emphasis on juvenile programs reinforces the importance of the greater amenability of youthful offenders to prevention, rehabilitation and deterrance from criminal behavior. It recognizes that the future of the nation rests on our children and is important that the juvenile justice system not become subservient to the adult justice system. An effective attack on the threat of crime requires a balance which focuses on the serious violent offenders yet, does not ignore the needs of young people in our society.

California has participated in the JJDP Act Formula Grant Program since 1975. The State has received a total of $40 million to support local public and private agency projects dealing with services for juveniles. The State has consistently distributed a minimum of at least seventy-five percent (75%) of its annual allocation to local public and private agencies to support juvenile services.

The availability of JJDP funds has been of great assistance to California's juvenile justice system. Local public and private agencies have utilized these funds to initiate effective pilot programs, demonstrated their

39-879 O - 85 - 7

success, become strong competitors for local support, and in many cases, continued with local funding.

Reauthorization of the JJDP Act is of great importance to California. Since FY 1982, California's allocation has been approximately $4 million annually. Although the amount is small compared to the total expended in the state for criminal justice, it is critical in terms of the message it conveys and in supplementing local funding for services and treatment to juveniles. The funding has allowed private agencies to demonstrate their value in the juvenile justice system complementing public agencies to provide a full range of service and treatment needs for juveniles. The impact of these projects results in a greater balance of appropriate services assisting in alleviating already crowded public juvenile facilities and huge caseloads carried by probation personnel.

III. DISCUSSION

A. Program Areas

Under the JJDP program, California has consistently set aside funding for the following program areas:

- o Serious and Violent Juvenile Offenders
- o Child Abuse
- o Delinquency Prevention
- o Community Corrections and Restitution
- o Diversion

1. Serious and Violent Juvenile Offenders

During FY 1982, under the State Gang Violence Suppression Program legislation, AB 788 (Chapter 1030, 1981 Statutes), nine projects

were initiated dealing with hardcore juvenile gang offenders. The program was started with $1 million of federal JJDP grant funds. The nine projects include six local District Attorney operations and three private agencies.

The six District Attorneys' operations include the counties of Los Angeles, San Diego, Santa Clara, San Joaquin, San Bernardino, and Sacramento. These operations concentrate on enhanced prosecution efforts and resources to identify, apprehend, and prosecute gang members involved in serious and violent offenses. The three private agencies include: Sey Yes, Inc. (Los Angeles), City of Chino (San Bernardino County), and Cleland House of Neighborly Services (East Los Angeles). These projects provide support and consultation to law enforcement; exchange information with gang programs; and maintain an outreach program designed to inform local law enforcement.

Due to the early indication of success, for FY 1983-84 the State General funding shares in the cost of continuing all nine projects with JJDP funding at a ratio of seventy-five percent (75%) (State) and twenty-five percent (25%) (federal).

Additionally, during FY 1983-84 three other District Attorneys' operations have been initiated in the counties of Orange, Santa Barbara, and San Francisco. These projects contain the same emphasis as listed above for the original six District Attorneys' programs.

. The focus of these programs is to identify, apprehend, and prosecute gang members who are leaders of violent offenses allowing other juvenile programs to better deal with gang members who are followers and less prone to violent activities. This concept which is beginning to show early success needs continued support so that gang members may be guided and redirected into positive activities.

2. Delinquency Prevention

Since initial participation in the JJDP program, California has set aside on an annual basis approximately thirty percent (30%) of its allocation to the delinquency prevention program area. The State maintains that delinquency prevention activities make sense and are essential for early identification of youth at risk to provide intervention services.. Both of these activities are effective prevention techniques.

Delinquency prevention programs include: projects which identify and/or directly serve the troubled but pre-delinquent youth and family; projects which offer wholesome alternatives to destructive behavior and provide guidance by responsible adults for youth at risk; programs which educate youth, their parents, teachers, and others toward beter understanding of and cooperation with the law and its representatives, or improve learning, parenting skills, and develop employment related skills to promote economic stability; and projects which promote the coodination of community resources to improve services to youth.

Projects funded in California with JJDP resources include:

- o Juvenile Diversion and Delinquency Prevention Program - City of Galt Police Department
- o Placer/Sacramento Family Intervention - Sierra Family Services
- o Work Apprenticeship Project - City of Rohnert Park, Department of Public Safety
- o Positive Youth Development Initiative - San Diego Youth and Community Services, Inc.
- o Youth Services Resource Team - City of Ridgecrest Police Department

B. Program Coordination

Through the efforts of the Office of Criminal Justice Planning (State Planning Agency) with JJDP funds, local public and private agencies are working together in a spirit of cooperation to address the issue of youth crime control and delinquency prevention. The State Request-For-Proposals (RFP) for both FY 1982 and 1983 required letters and/or memoranda of understanding between private organizations and local public agencies which clearly indicated support by the public agency primarily responible for juvenile offenders as well as a commitment to refer cases to the private agency project.

This requirement allowed an opportunity for public agencies to work with and assign appropriate cases to private agencies resulting in better overall treatment and services for juveniles.

IV. AREAS REQUIRING FURTHER ASSISTANCE

Although California has made good progress under the JJDP program, there remain issues which still need attention. These issues are:

A. Alcohol and Drug Abuse in the Schools

California has initiated a program to begin addressing this problem. State Legislation, AB 1983 (Chapter 952, 1983 Statutes), establishes the Suppression of Drug Abuse in Schools Program. An appropriation of $1.9 million is available for projects to be operated jointly by local school districts and law enforcement.

The interest in the program has prompted California to allocate FY 1983 JJDP funds identified for the Research and Evaluation program category. With this meager beginning, any success emanating from this program can be shared and should be supplemented with JJDP funding.

B. School Violence

Violence and vandalism in the schools have become an increasing concern for educators and the public. Acts of violence and vandalism are occurring with more frequency and intensity than in the past. In some schools, problems have escalated to such a degree their effectiveness as learning institutions has been destroyed. The primary function of a school system is to educate its students. To accomplish this, the safety and security of students and teachers must be guaranteed.

The general public in California exercised its concern by passing Proposition 8 in June 1983. One part of that Proposition is entitled, "Right to Safe Schools". It states:

"All students and staff of public primary elementary, junior high and senior high schools have the inalienable right to attend campuses which are safe, secure and peaceful."

C. Victim Assistance

Victim assistance services is an important issue nationwide. In California, with the passage of Proposition 8, "The Victims Bill of Rights", the general public has expressed its desire. The concern for victims and their rights within the criminal justice system have been overlooked and a recognition of their need for services is overdue.

California has been the leader in establishing a program to compensate victims of crime. Its program was started in 1965. Therefore, it is an established program which is appropriate to supplement with JJDP funding as it applies to victims of juvenile offenses.

D. Development of Alternatives for Juvenile Offenders

The State needs assistance in the development of good alternatives to incarceration for appropriate juvenile offenders. The best alternative is one that is least restrictive, yet instills a sense of responsibility in the juveniles for their errant act. A restitution or public service program has that positive impact and is of value in reinforcing accountability and responsibility.

Although this is not a new idea, the extent of its use is rare. However, the passage of Proposition 8 in California necesitates the development of juvenile offender restitution programs. Section 28(b) of Proposition 8 states:

"It is the unequivocal intention of the People of the State of California that all persons who suffer losses as a result of criminal activity shall have the right to restitution from the persons convicted of the crimes for losses they suffer.

"Restitution shall be ordered from the convicted persons in every case regardless of the sentence or disposition imposed in which a crime victim suffers a loss, unless compelling and extraordinary reasons exist to the contrary. The Legislature shall adopt provisions to implement this section during the calendar year following adoption of this section".

E. Program for Status Offenders

Juvenile Justice personnel statewide seem to be in accord that there is a lack of programs for status offenders, specifically runaways. Secure detention of status offenders is prohibited by both the JJDP Act and the State Welfare and Institutions Code.

Runaways cause concern for law enforcement, parents, the public and a concern for their own safety. They are often preyed upon by illegal profiteers in prostitution and pornography.

Services need to be developed which deal with juveniles who are offenders only because of their age. Continued lack of services will contribute to a potential group of adult offenders.

V. RECOMMENDED REVISIONS TO THE JJDP ACT

California recommends the reauthorization of the JJDP Act. The State also recommends the following revisions:

A. The Office of Juvenile Justice and Delinquency Prevention be an integral part of the U. S. Department of Justice and the Administrator be appointed by the Attorney General.

B. Although the federal government has definite responsibility in the juvenile justice area, it should refrain from mandating requirements on the States. This comment refers to the requirements of deinstitutionalization, separation and removal.

C. The JJDP Act be reauthorized for a period of five (5) years and the funding level be not less than $100 million.

Respectfully,

Michael W. Agopian

DR. MICHAEL W. AGOPIAN
Chairman, California Advisory Group on
Juvenile Justice and Delinquency Prevention

STATEMENT OF DR. MICHAEL W. AGOPIAN, DIRECTOR, CHILD STEALING RESEARCH CENTER, LOS ANGELES, CA

Dr. AGOPIAN. Thank you, Congressman Williams, Congressman Simon, and Congressman Hayes.

On behalf of Gov. George Deukmejian, and the citizens of California, I thank you for the invitation to speak to you today regarding missing children, and the reauthorization of the Juvenile Justice and Delinquency Prevention Act.

You're all to be commended for conducting this hearing. Your leadership and vigor in meeting our national responsibility to our children is deeply appreciated.

I'm the director of the Child Stealing Research Center in Los Angeles. Some of the committee members are aware of the most significant work from this program; my book, "Parental Child Stealing."

I was also involved back in 1976 as one of the principal draftees of the California legislative reforms regarding antiparental child abduction legislation.

I was also involved in the drafting with Senators Wallop and Cranston in drafting the Parental Kidnaping Prevention Act.

In addition, I was appointed by Gov. George Deukmejian as chairman of the California State Advisory Group on Juvenile Justice and Delinquency Prevention. This State advisory group administers the Juvenile Justice Act in our State. Therefore, I am intensely concerned with your subcommittee and its efforts to impact missing children and juvenile justice.

Eight years ago this hearing would not have been held. I suspect that the media would not have been so interested, nor would the large numbers of people have attended.

We are all aware of the Adam Walsh case, but please recognize that there are tens of thousands of additional Adams that are not so prominently reported by the media. Today the problem with missing children is a serious and pervasive national tragedy. The sorrow that parents endure when a child is missing poses an unfair test of courage. This is a unique pain. It inflicts a deep and open wound that drains a parent's love, stamina, hope, and also finances. The danger and abuse that our children experience today is a national disgrace.

California has become an enticing environment for missing children. In northern California we have San Francisco and Berkeley, with the Haight-Ashbury district, which still attracts many juveniles.

In southern California we have the appeal of the famous Hollywood area. These two regions are strong magnets for not only California juveniles, but also youths from other States. Yet whatever the lure that brings children to California, our primary concern is what happens to these children.

The problems faced by children who are missing are shocking. Young, naive, unable to support themselves, are afraid to ask for help, will easily fall into the clutches of kiddy hawks to be used for pornography. They're used by pimps, and others, for prostitution and sexual exploitation. These children also fall along the way into drug use, and are victims of regular physical assaults.

And as we've seen here with videotapes, and heard testimony previously by parents of missing children, the ultimate horror of never finding a missing child, or sadly, when those children are found, they're dead.

The children who are fortunate enough to be recovered or rescued are often scarred and damaged, both physically and emotionally. The volume of missing children is a clear signal that we have the seeds for a true epidemic.

Although there are some statistical problems with determining the exact number of missing children, there is general agreement among professionals regarding the following profile.

There are almost 2 million children reported missing each year in the United States. Approximately 75,000 children are abducted each year by a noncustodial parent. As of November 1983 the FBI's National Crime Information Center [NCIC] missing children's file contained a total of 26,887 reports of which over 19,000 are juveniles, an astonishing 72 percent.

It's also important to know that only 10 percent of all missing persons are entered into this record.

In California, the Department of Justice, Bureau of Criminal Identification and Information, our State's criminal justice data center, completed a survey during 1983 that discovered 70,000 missing children in California reported to law enforcement agencies.

Also, between 1979 and 1983 we have 553 unidentified persons, John or Jane Does, of which 40 percent are juveniles. Of these 40 percent juveniles, 65 percent are males. Of the 70,000 missing juveniles, 20,000 are still missing after 30 days. And I think this underscores the important consideration when we talk of the total amount of missing children being in large part runaways.

This final point. That of the 70,000 missing children, 20,000 are still missing after 30 days. This gives us a little tighter picture of the true number of missing children.

In 1983 a Los Angeles sheriff's office recorded a total of 4,202 missing children. In 20 percent of these cases the missing child is never located or recovered. Runaways accounted for 8 percent of these cases, while 10 percent were noncustodial abductions. And the remainder were stranger-to-stranger abductions.

In 1982 the Los Angeles Police Department responded to 3,863 missing juvenile reports. Of these, 1,553 were boys, and 2,310 were girls. This figure, 3,863 reported by the Los Angeles City Police Department, does not include noncustodial abductions, or traditional kidnappings.

In 1983 the San Francisco Police Department logged 2,938 missing persons reports, of which just over 1,700, or 60 percent, are juveniles.

The San Diego Sheriff's Department reported 1,211 children missing in 1983, with 224 of these children never recovered.

In 1982 they recorded 870 children missing, with 110 of this number never recovered.

And, finally, the Alameda County Sheriff's Department, which encompasses the area surrounding Oakland, reports 1,040 missing children during 1980.

We need to keep in mind that these statistics for California are based upon crimes reported to law enforcement agencies, and,

therefore, suffer from underreporting. These figures are, therefore, conservative.

Your leadership in the form of H.R. 4971 is an excellent attempt to deal with the tragedy of missing children. This legislation is the next sensible, and necessary step, following the implementation of the Missing Children's Act of 1982, and the Parental Kidnapping Prevention Act in 1980.

H.R. 4971 will provide the first comprehensive Federal effort to assist missing children. It will go a long way in reducing the roadblocks for locating missing children.

This legislation, I feel, will play an important role in assisting State or local services which are now fragmented, episodic, or nonexistent. State and local agencies need Federal leadership and direction.

This Federal role must induce States to take action. It should set general guidelines, and suggest model programs, coordinate assistance in interstate cases, provide training, technical assistance, provide support for essential research, but most importantly of all, it must provide clear leadership in needed practical efforts to reduce the incidents of missing children, and to recover long-term missing children.

I would recommend that you consider the following additions to H.R. 4971. First, that the administration of the act should be placed within the Department of Justice. Most likely, the Office of Juvenile Justice and Delinquency Prevention, as H.R. 4300 specified.

Missing children is primarily a law enforcement problem, expanded interstate searches, interagency coordination and communication, training and the expertise to assist state and local agencies, can best be accomplished with federal leadership from the Department of Justice.

Second, instead of a competitive grant program I would suggest a categorical grant program that is based upon demonstrated need, or the at risk population.

Third, I feel that we need to provide as much funding as possible under this act to States for direct services and programs to missing children.

And fourth, and finally, I'd like you to consider that we specify within the legislation to provide training and informational programs for law enforcement, lawyers, judges, medical and school personnel, and also parents and children.

California is very enthusiastic about your efforts on behalf of missing children, and strongly supports the implementation of H.R. 4971. The major issue here is our commitment to our children, children safety, and support of families.

What we're asking you at the Federal level to provide is the opportunity for parents to raise their children in a safe environment.

And now I'd like to make some brief remarks about another aspect of H.R. 4971, title II, section 201, the Juvenile Justice and Delinquency Prevention Act.

I will try to summarize and make this short, recognizing the limits on time, and also the principal thrust of the hearings today.

The Juvenile Justice Act is one of the finest examples of cooperative federalism to be found. This program has provided a clear and

comprehensive national policy for the reduction of youth crime. Since its creation in 1974 the act has provided needed leadership and motivation for important improvement and changes in juvenile justice.

I know first hand in California, and in many other States that I visited, that improvements in the juvenile justice system are due largely to this Federal Juvenile Justice Act. The program expectations have been generally met by those participating States.

Yes, this Act has inspired the removal of status offenders, neglected or dependent children from secure detention facilities, and placed them into more appropriate alternative programs. In fact, we have reduced the number of such children nationally by 82 percent.

Yes, this act has inspired the removal of status offenders, nejuveniles from adults in jails and, yes, because of this act, States have vigorously pursued more effective and creative delinquency prevention programs.

But keep in mind the needs of our children that remain unaccomplished. Fifty thousand status offenders, dependent, or neglected children, continue to remain held in secure detention facilities. Each year about 500,000 juveniles continue to be locked up in adult jails. The average age of these children is 15 years.

And this reminds me of Christopher Peterman, the 17-year old who was locked in a Boise, ID jail for failing to pay $73 in traffic fines. Over a 14-hour period he was beaten, tortured, and killed by other inmates in his cell.

I think of the fact that the suicide rate for juveniles held in adult jails is eight times greater than the rate for those held in juvenile detention facilities.

The act provides specific and important national standards for States. To provide juvenile justice programs we must not be so short sighted nor uncaring to throw away our past gains. The juvenile justice system requires national leadership with a Federal office in the Department of Justice to be a voice both for young persons in trouble and also for our citizens and victims who are fearful of juvenile criminals.

The problems we face in the juvenile justice system are not static. The demands placed on the juvenile justice system are evolving and dynamic. It is naive to believe that the success of yesterday will be sufficient to provide our Nation with a safe and prosperous future.

Although the juvenile justice system is largely reactive, the Federal Juvenile Justice Act is a rare program that is creating a proactive system for juveniles that is clearly a success.

I must admit that I am enormously impressed with title II of H.R. 4971. It is evident that you distinguished Congressmen understand the needs of youthful offenders, and the problems that States grapple with, in attempting to provide effective juvenile justice.

H.R. 4971 is an exquisitely fine-tuned legislation, adding important new qualities that will make for a very successful program.

The overall scope of title II, whether it be the program's goals and emphasis, formula, or support for States, the functioning structure of the Federal administration, training, or competitive re-

search program, provides the ingredients for a truly outstanding program.

I recommend, however, that a first year funding level of approximately $125 million be established. This would insure the successful implementation of the legislation.

And, finally, California Gov. George Deukmejian has long been aware of the important role that the Juvenile Justice Act has played in improving safety in California.

You should recently have received a letter, a personal letter, I might add, from our Governor indicating his vigorous support to reauthorize the Juvenile Justice Act.

We encourage your strong support of H.R. 4971. If there's anything that we can do in California to assist its authorization, please let me know. And, again, let me emphasize that both components of H.R. 4971, the Missing Children's Act, and also the Juvenile Justice Act, are very impressive legislative proposals. We are strongly supportive of that legislation. Very enthusiastic to assist you Congressmen in the approval of that legislation, and we'd be happy to work with you to meet that end.

Thank you very much.

Mr. WILLIAMS. Thank you, Doctor.

Mr. Simon.

Mr. SIMON. Thank you very much, Dr. Agopian. And it's a substantial statement. It's specific, and I appreciate it.

Just one brief question. How is your Child Stealing Research Center funded?

Dr. AGOPIAN. The Child Stealing Research Center essentially has been raising private funds, and also fortunately, because I have been linked as a university professor, we do recruit a good many graduate students to basically get a lot of work done, and hold down costs essentially.

Mr. SIMON. But you're basically a wholly independent entity that you or others have created?

Dr. AGOPIAN. It's an independent research program that looks into primarily child custody abduction problems, and parental child abductions. And, also missing children.

We receive funding from private donations, through small grant programs, and as I have mentioned, we are fortunate enough to essentially hook in with a graduate student component.

Mr. WILLIAMS. I thank you.

Mr. Hayes.

Mr. HAYES. You know, Doctor, one of the conceptions that the public has about missing or abducted children, they usually think that strangers are the ones who do most of the abducting.

Could you tell us just briefly, based on your own experiences in California, what experience do children encounter from parental abductions?

Dr. AGOPIAN. Well, I have just completed a study for the International Law and Psychiatry Association, looking at the impact on victims of parental abduction. And what we've discovered is that there are—we spoke with children who have been abducted and recovered. What we found basically is there are two very distinct types of trauma that children endure.

The children that we spoke with, at length I might add, for the study, were 11 years of age or younger. And that's interesting to note because 83 percent of the children who are abducted by parents are between 2 years of age, and 11 years of age.

I might also add that we find only 50 percent of the children from custodial abductions. And that is a very, very optimistic recovery rate.

As you heard here previously, Congressman Hayes, the hits that we've had that have emanated from the Adam movie, have been custodial abductions. The cold trail that we follow is the stranger-to-stranger abductions.

The problems that these children in custodial abductions face, as I mentioned, are two distinct traumas.

First of all, we discovered that there's what we call short term—there's a trauma—a profile of trauma these children endure that is distinct to what we call short-term abductions; 6 months or less. The trauma that these short term abduction children experience has to do with sleeping disorders. They have to do with fearfulness. They have to do with longing for their parents. They have to do with nervous conditions that tend to develop in these children.

But the important thing that gives us hope and optimism with short-term abductions, Congressman Hayes, is that we found they tend to be transitory. The short-term abduction traumas tend to dissipate in 3 to 4 months after the recovery of the children.

What I want you to be carefully aware of is the fact that in the long-term abductions, 6 months or longer, we see really serious damage to children. We see children who suffer from nightmares. Children who are distrustful, who lie. Children who have been turned around what some people call, what some professionals call, the Stockholm syndrome. Who have been turned around and identify with the offending parent, and have a loyalty to the offending parent.

We have children with these long-term abductions who have been kept out of school, and have learning disorders.

And finally, and unfortunately, the problem that we have with these long-term abductions is that it's more difficult to turn around the trauma, the impact, the negative repercussions these children endure. One of the difficulties is these children are stolen at such young years that they don't have a stable lifestyle, and they don't know their rightful parents. All they know is life on the run as a sidekick to a fugitive parent.

Mr. HAYES. Thank you very much, Doctor. We appreciate your testimony, and particularly your suggestions for additions and changes in the legislation before us. Some of your suggestions have already been incorporated into the legislation, and we'll give every consideration to your other suggestions.

We also appreciate your kind words toward those who drafted the bill. Thank you very much.

Dr. AGOPIAN. Again, thank you very much. And one last note. I would like to thank all of you for your commitment, your hard work, the sacrifices you've made, and also your staff director who has really done a terrific job in assisting all of the people at the local levels who are so far away from the hub of the action in Washington.

And I really know that we're going to make a better life for the children. We're going to make a safer place for parents to raise their children because of your hard work. Thank you very much for that.

Mr. WILLIAMS. Our thanks.

Our next witness is Lenora Cartright, commissioner of the department of human resources here in the city of Chicago.

Ms. Cartright, we appreciate your attendance here today, and please proceed.

[Prepared statement of Lenora T. Cartright follows:]

PREPARED STATEMENT BY LENORA T. CARTRIGHT, COMMISSIONER, CITY OF CHICAGO, DEPARTMENT OF HUMAN SERVICES

Mr. Chairman and members of the Committee, I am Lenora T. Cartright, a member of Mayor Harold Washington's cabinet and I am pleased to be representing him here today.

We appreciate the opportunity to testify about a problem which concerns us deeply. Perhaps the only thing more tragic than violence against children is a society which allows this violence to occur. Our children are our most valuable resource, they represent our future—our plans, our hopes and our dreams. If we cannot protect them and give them a safe, healthful environment in which to grow, then little else that we accomplish is important.

The passage of the Missing Children's Act in 1982 was an important first step in addressing this growing problem. However, serious deficiencies are still present in our system to locate missing children. We support this new legislation as it is aimed at remedying two basic problems which seriously hinder child searches. Searches are not successful because too little information is provided and they are initiated too late.

As commissioner of the city's Human Service Agency for the past five years I can attest to the severity and complexity of this problems. While others have emphasized the law enforcement aspects to this problem, from my perspective as a social service administrator, I view this problem in a larger context, one which analyzes the family and the current economic and social conditions which have impacted the family. Families in large urban centers such as Chicago have been severely affected by the economic recession and massive reductions in Federal aid and support. The traditional family as we used to know it no longer exists. The new "urban" family which has taken its place is more and more likely to be headed by a single woman who most often is out of the home a significant portion of the day to support her children.

This fact has implications for two basic reasons. The single mother is often the center of a domestic dispute which may lead to the kidnapping of the child. Secondly the single mother is often without the necessary supports within the community that can provide the protective services necessary to keep her child safe. Lack of sufficient child care and after school programs are serious problems. We cannot seriously address the problem of missing children unless we are willing to take a hard look at what the underlying causes of this problem may be. Violence against children is reprehensible, but ignoring the needs and concerns of the child and his family only contributes to the problem.

There is no question that better coordination of activities and information will contribute significantly to solving this problem. However, there must be a commitment by the Federal Government that human suffering and family problems are within their preview and that the necessary supports and resources are allocated to sustain and strengthen our most basic institution, the family.

Let me provide a brief overview of what is happening in the city of Chicago. In 1983, of the 16,667 reported missing cases, 11,329 or 68 percent were on missing juveniles. Significant efforts to address the problem of missing children by the city of Chicago include:

1. A computerized storage and information retrievable system on all reported missing children locally, which is maintained by the police department;

2. All juveniles are systematically reported missing to the National Crime Information Center [N.C.I.C.];

3. Prevention programs such as the Volunteer Youth Finger Printing Program designed to assist parents in maintaining their own personal records of their children that may aid the police in cases of lost or missing children. Since September 1983, a

total of 6,500 children have been fingerprinted at 805 area schools. Also through the Chicago Police Department, community services school visitation unit are the officer friendly program and preventive programs which emphasize rules of safety and increased awareness of danger.

The Chicago Department of Human Services operates the largest early child development program in the Nation. Each day this program serves nearly 20,000 children, coming from more than 16,000 families, in more than 350 head start and title XX centers located throughout Chicago. These centers are directed to preschool children, early elementary school age children and even infants and toddlers.

In responding to the problems of the missing child, the department will sponsor a child safety month. One of the goals of this effort will be to re-emphasize the policy that only those individuals, who have been specifically identified and listed by parents at the time of enrollment, will be allowed or permitted to collect the child at the end of the program day, or for that matter at any other time during the operation of the center.

Additionally, the department will encourage the operating centers to foster within parents a growing consciousness of the problems of the missing child and engage their participation in locally administered voluntary fingerprinting efforts, and parent and child educational awareness programs and workshops.

Thank you for giving me the opportunity to make these remarks. The "missing child" is an urgent concern which requires immediate congressional action. You are to be commended for your continuing support to these children.

STATEMENT OF LENORA T. CARTRIGHT, COMMISSIONER, CITY OF CHICAGO, DEPARTMENT OF HUMAN SERVICES

Ms. CARTRIGHT. Good morning. Mr. Chairman, and members of the committee, I am Lenora Cartright, commissioner of the department of human services. And I am pleased to be representing Mayor Harold Washington here this morning.

As an advocate for children's rights, I appreciate the opportunity to testify about a problem which concerns all of us deeply. Perhaps the only thing more tragic than violence against children is a society which allows this violence to occur.

Our children are a valuable resource. They represent our future, our plans, our hopes, and our dreams. If we cannot protect them, and give them a safe, healthful environment in which to grow, then little else that we accomplish is important.

As commissioner of the city's human services agency for the past 5 years, I can attest to the severity and complexity of this problem. While others have emphasized the law enforcement aspects to this problem, from my perspective as a social service administrator, I view this problem in a larger context. One which analyzes the family, and the current economic and social conditions which have impacted the family.

Families in large urban centers such as Chicago have been severely affected by the economic recession, and massive reductions in Federal aid and support. The traditional family as we used to know it no longer exists. The new urban family which has taken its place is more and more likely to be headed by a single woman who most often is out of the home a significant portion of the day to support her children.

This fact has implications for two basic reasons. The single mother is often the center of a domestic dispute which may lead to the kidnapping of the child.

Second, the single mother is often without the necessary supports within the community that can provide the protective services necessary to keep her child safe.

Lack of sufficient child care and after school programs are serious problems. We cannot seriously address the problem of missing children unless we are willing to take a hard look at what the underlying causes of this problem may be.

Violence against children is reprehensible, true, but ignoring the needs and concerns of the child and his family can only contribute to the problem.

There is no question that better coordination of activities and information will contribute significantly to solving this problem. However, there must be a commitment by the Federal Government that human suffering and family problems are within its purvue, and that the necessary support and resources are allocated to sustain and strengthen our most basic institution, the family.

Let me provide a brief overview of what is happening in the city of Chicago, and these statistics come from the police department.

In 1983, of the 16,667 reported missing person cases, 11,329, or 68 percent were on missing juveniles. Significant efforts to address the problem of missing children by the city of Chicago include:

First, a computerized storage and information retrieval system on all reported missing children locally, which is maintained by the police department;

Second, all juveniles are systematically reported missing to the National Crime Information Center;

Third, prevention programs such as the Volunteer Youth Fingerprinting Program designed to assist parents in maintaining their own personal records of their children that may aid the police in cases of lost or missing children.

Since September 1983 a total of 6,500 children have been fingerprinted at 805 area schools. Also through the Chicago Police Department Community Services School Visitation Unit are the officer friendly program, and preventive programs which emphasize rules of safety, and increase awareness of danger.

The Chicago Department of Human Services operates the largest early child development program in the Nation. Each day this program serves nearly 20,000 children coming from more than 16,000 families in more than 350 Headstart and title 20 centers located throughout Chicago.

These centers are directed to preschool children, and early elementary school-age children, and even infants and toddlers. And we have had attempts from those other than family members, or designated persons, to remove these children from the centers.

In responding to the problems of a missing child, the department will sponsor child safety month. One of the goals of this effort would be to reemphasize the policy that only those individuals who have been specifically identified and listed by parents at the time of enrollment will be allowed or permitted to collect the child at the end of the program day. Or for that matter, at any other time during the operation of the center.

We also are very careful about finding out the marital status, whether separation, divorce, child custody, placement, or whatever.

Additionally, the department will encourage the operating centers to foster within parents a growing consciousness of the problem of the missing child, this entire issue, and engage their participation in locally administered voluntary fingerprinting efforts, and

parent and child educational awareness programs, and workshops. We're involved with the local media in these activities.

Thank you for giving me, a social service provider, the opportunity to make these remarks. The missing child is an urgent concern which requires immediate congressional action. All of you are to be commended for your continuing support to our children.

Thank you.

Mr. WILLIAMS. Thank you very much, Ms. Cartright. We appreciate you being here, your kind words, and good advice, and particularly your concern and work on this issue.

Before I turn to my colleagues for questions I'm going to—I'm sorry to announce I'm going to have to take a leave for the rest of the hearing in order that I might be home for my daughter's 13th birthday party tonight. My daughter will be home tonight. I say that with some certainty, but not without some anxiety because of the testimony we've heard today.

But with continued hard work such as has been exemplified by all of the witnesses here today, with the continued leadership of Congressman Simon, and with an even greater commitment from the other Members of Congress, all the 13-year-old daughters will join all of their brothers and sisters in their own homes for their own birthday parties this year, and in the years ahead.

And it's a vital and good effort. And it's one that requires a Federal response. We all know that the Federal Government, as has been said so many times, cannot do everything. There are some things that the Federal Government can do, and has not yet begun to do. And developing a response to this serious dilemma is one of the tasks which the Federal Government has not yet set out upon.

Because, Paul, of your good leadership, because of the excellent response that you have made to the parents who have appealed to you, and to others throughout the country, we are about to embark the Federal Government on developing a national response to this serious issue.

I'm delighted to follow Paul's leadership in doing what I can to assist in that effort.

And now I turn the chair over to my colleague, Paul Simon.

Mr. SIMON. I thank you very much. I am grateful to my colleague from Montana who took time out to come here. It was not on his schedule. And I appreciate his interest. Thank you very, very much.

And let me just commend you, Commissioner. It's the kind of a program that makes a world of difference. Who knows how much abuse you've prevented, how many kids have been helped. I just think it's great.

And I'm going to be talking to Mayor Washington again today on another matter, and I'm going to tell him he was well represented here today. We appreciate your good work.

Ms. CARTRIGHT. Thank you.

Mr. SIMON. Mr. Hayes.

Mr. HAYES. Since you're going to see him there you might tell him ditto, too, what you've said about Ms. Cartright's testimony.

Just one question. I noticed in your——

Mr. SIMON. I thought you wanted me to tell him you were doing a good job?

Mr. HAYES. No.

I noticed in your testimony you have statistics that you said you got from the police department where some 11,329 cases, or 60 percent of the total, were missing juveniles.

I just wondered if there are any statistics available—statistics available that would give us some picture as to what the recovery rate is of either police department of missing juveniles?

Ms. CARTRIGHT. I was interested in getting that, Congressman, and also seeing those missing juveniles, where they're located, and the relationship with a lot of the other agencies and organizations here in the city. I'd be very glad to go back to our research department and continue that communication, and get you some additional information.

Mr. HAYES. I would be interested in that.

Ms. CARTRIGHT. I live in the First Congressional District. Thank you.

Mr. SIMON. We thank you very much, Commissioner.

And I'm going to call our last two witnesses, both to join us here; Robert Ward, deputy chief of police for criminal investigations, Indianapolis Police Department, and James Zagel, director, Illinois Department of Law Enforcement.

And I understand Mr. Ward has someone accompanying him. You're welcome to pull up a chair there if you care to, otherwise, you will——

And let me apologize to the two of these witnesses. The witnesses have been so good that we're running over our original time. And I, unfortunately, also am running late for another meeting right now. I'm going to stay for part of your testimony, and I'm going to walk out. It will not be because I disagree with anything anyone of the three of you might say.

Mr. Ward.

STATEMENT OF ROBERT WARD, DEPUTY CHIEF OF POLICE FOR CRIMINAL INVESTIGATIONS, INDIANAPOLIS POLICE DEPARTMENT, INDIANAPOLIS, IN, ACCOMPANIED BY JAMES ZAGEL, DIRECTOR, ILLINOIS DEPARTMENT OF LAW ENFORCEMENT, CHICAGO, IL; JOE ST. JOHN, SUPERVISOR, MISSING PERSONS UNIT

Mr. WARD. Thank you, Mr. Chairman, members of the committee.

I appreciate the opportunity to speak to you today on a topic of great importance, that being missing children.

Our missing persons unit is comprised of one supervisor, Sgt. Joe St. John, who is with me today, and four police investigators, plus a civilian investigative aide.

I would like to give you a brief example of what happens when a civilian calls our department to report a missing child. The investigative aide determines if the child is under or over 11 years of age. If the child is under 11 years of age she assigns the case as a missing person. She takes the information over the phone, obtains all pertinent information of the incident. She'll make a teletype incident report, prepare an interdepartment report to the Communications Center supervisor instructing him to broadcast physical de-

scriptions, clothing description, date and time last seen, and any suspect or vehicle information, if possible.

A uniformed district officer is also sent to the complainant's address. The case is assigned to a detective for immediate investigation. As a matter of fact, our missing person detectives usually respond to the scene as well.

If a child is over 11 years of age she assigns the case usually—and I'd like to emphasize usually—as a runaway. At least one parent or guardian is required to come into the missing person office, sign the report, and bring with them a recent photograph of the child. That case is assigned to a detective right away similar to that as our missing cases.

If any doubt exists whether a report should be taken or not taken, the general rule is to take it. The missing person supervisor, I might add, is on call 24 hours a day, who will determine if the complaint is valid.

All cases remain active until the individual is located.

When a runaway child is located the investigator counsels with the individual and parent before determination is made to send the child either to court, released to parent, or referred to an alternate social program. Counseling is a method of screening for child abuse or neglect as a cause of leaving home in the first place.

As a result of this policy, a sex for hire ring was broken recently with the indictment of 30 individuals involving young male prostitutes.

I think we've heard testimony just about all day from every witness we've had today about children who run away and get on the city streets no matter what city in America it is, and end up in some type of illegal activity. Usually it's sexually related, homosexual, or heterosexual. It doesn't make much difference.

We are starting in Indianapolis to ask our children we pick up for runaways "why are you running away?" And they are telling us some pretty gruesome stories.

We have continuous investigations going on now involving child abuse, sexual exploitation, incestual relationships at home. So it is a monumental problem.

In September 1982 a Marion County agency program was formed to deal with the expanding problems of runaway and missing children. The problem is coordinated with the Indianapolis Police Department, and four participating police agencies that border Indianapolis.

The Indianapolis Police Department publishes a monthly bulletin composed of 10 photographs of runaway or missing children submitted by the participating agencies. These bulletins are given to district uniformed officers and detectives who display them in schools, business locations, shopping centers, et cetera, where children we feel may be hanging out or seen.

These agencies meet each month, or send a representative each month, to share juvenile related problems that they have.

In 1983 an Indianapolis Police Department investigated 149 reports of missing children under the age of 11 years old. All 149 children have been located and returned home.

There were 1,627 reported runaways under the age of 18; 1,584 have been recovered, leaving 43 that are still missing.

We would like to attribute our success to several factors. One would be that I feel Indianapolis is a conservative and stable community, with many neighborhood crime watch programs which are really the eyes and ears of the police.

Also, rapid police response. We've heard time and time again today rapid police response is really the first step if we're going to find these children. It's like any police investigation, the sooner you get to the scene of the crime the quicker and more likely you are to solve that crime.

We recently had a missing 9-year-old child in the vicinity of an Army post in Indianapolis, on the northeast side. Well over 100 people gathered together to look for this child. This mass of organized people, along with the police, and I might add the news media, which added greatly to the success of finding the child, searched the entire night. The child was finally found the next morning unharmed. He had just drifted away from home.

We are supportive of Congressman Simon's bill. It is our opinion that the national pooling of information regarding missing children is long overdue. We view this bill as hope to parents of missing children. After all, hope is the most sustaining weapon parents have when it comes to missing children.

We'd like to feel the people of Indianapolis realize that missing children in any criminal act is just not a police problem, but it's a community problem.

That's the end of my statement. Sgt. St. John and myself are more than willing to answer any questions you might have.

Mr. SIMON. Mr. Zagel.

STATEMENT OF JAMES ZAGEL, DIRECTOR, ILLINOIS DEPARTMENT OF LAW ENFORCEMENT, CHICAGO, IL

Mr. ZAGEL. I would like to have a report, several copies of which have been given to the subcommittee, stand as my statement. This is a report to the Illinois General Assembly on missing young adults. This is a joint report issued by my department, and by the Illinois Criminal Justice Information Authority, which is a council which includes chiefs of police. In this case, the chief of police of Peoria, and Fred Rice, the Chicago Police Superintendent, judges of circuit courts, the attorney general of Illinois, various State's attorneys, and private citizens.

Mr. SIMON. We do have a copy of your report——

Mr. ZAGEL. Yes.

Mr. SIMON [continuing]. And will be made a part of the record of this hearing.

[Report referred to appears in the appendix.]

Mr. ZAGEL. I do, however, wish to add a few brief observations of my own. And I do so from the perspective of a fairly exhaustive study of the problem as a whole.

In Illinois we do have comprehensive statewide information networks. In 1982 there were 20,000 missing persons registered on our network; 10,000 of them were juveniles, and 9,000 were adults. And there are some rounding, of course.

Through 1983, with the exception of the last month of figures, 19,000, almost 20, were juveniles this year, significantly outnumbering adults. There are 12,213 juveniles; 7,672 adults.

The figures just about parallel the Chicago Police Department figures for the city of Chicago. The city of Chicago averages about 11,800 missing juveniles a year, and about 5,200 missing adults.

The Chicago Police Department does not participate fully in the leads program, so you might in order to get a scope of the problem take a cumulative figure between the State leads system, and the Chicago system, and perhaps deduct 5 or 6 percent for common entries, and get an idea of its scope.

We are, as a result of this report, working closely with the Chicago Police Department to increase their use of the lead system.

What we found in our hearings, and we had hearings all over this State, and did a great deal of research, is that the problem divides itself into two categories. But however the problem is addressed, we have made clear in the report that more information is required. We don't know the scope.

I notice the graphics you have here. I have numbers on them. One particularly, abduction by strangers, which is a principal concern, correctly, in my opinion, has a question mark for a number we don't know.

As far as investigation of police practices in this State, we found that with respect to children of tender age, that is to say, the age of 13 or below, and in some cases 14 or below, we heard very few complaints. In fact, we heard none about police response.

We also learned, of course, of the existence of a comprehensive data system within the State. Our hearings led us to focus not so much on police practices, but on various programs with the design to educate parents. Child information packets with the photos of the children are included. Child fingerprinting programs.

Some of the witnesses before us said that these programs were bad programs because they will add a false sense of security. And while I think that is a possibility in some cases, it was the opinion of the authority as a whole that the programs were valuable because they alerted parents to the fact that the first line of defense against the missing child is the parent.

With respect to children above 13 or 14, we discovered some interesting attitudes. First of all, the statutory definition of children, which is contained in the Illinois law, and which is mirrored in the proposal before this committee, is one in which—with which many parents do not concur.

The fact of the matter is if you live at home it does not matter what your age is, your parents consider you their child.

And, in fact, we heard testimony of witnesses who testified about essentially adults who were missing, and the police efforts, in some cases nonefforts, to find them.

We also spoke at great length about runaways. We had many parents advocate full FBI searches for any runaway, something which is not advocated in the bill.

We also found that a significant problem are runaways who are not missing. That is to say, the parents know where the children are, and what they want is they want a police officer to bring the child home.

In many cases, they did not understand that this, in a large number of situations, may result in violence against the police officer, against the child.

We also found witnesses who regarded children who had gone over to religious cults as missing.

And then lastly we dealt with the problem of throwaways, which is something—probably the grimmest phenomenon we discovered, and those are children who are not really runaways; they're children who are cast off, or discarded by their parents.

All of this thing, all of these issues, really go beyond the scope of missing children, the issue that this subcommittee is trying to address. But—and certainly beyond the scope of the issues that we were trying to address at the authority.

But the fact of the matter is is that there's no denying the anguish, and the real pain felt by parents in these cases, as well as in the more traditional missing children cases.

We had some concerns about police procedure. There seem to be in the case of many witnesses a faith bordering on the religious about the computer. We had many witnesses who would come forward and say "if my child's name had been in the computer then my child would have been found." Computers do not find people. Police officers, and other people, find the individuals. What the computer will do is will tell you what you found.

The same practice is followed with stolen cars. If you found the car you can check, but the computer will not find the car for you, and it won't find a child.

The fact is is that the computerized data bases will not meet the expectations that I feel exist in the public, but the fact of the matter is, the systems that we have both in this State, and nationally, are underused, even in the present configurations, and more use should be made of them.

We are, in my own department, making revisions to improve the handling of missing children.

The concern that we have is that we do not want to have happen with missing children what has happened with stolen vehicles. And that is that we automatically issue so many reports that people begin to ignore them.

One of the problems of the media programs, which now have tremendous impact, of flashing pictures of missing children on the screen, is that they are new, and people pay attention to them. When they cease to be new, when they adversely affect the ratings, and they go off, the value of the program will disappear.

And even if the networks are perfectly willing to take the loss in ratings to flash these pictures on the screen, the truth is that after a while the senses of the public are dulled.

Flyers for wanted persons are always very helpful, but their value is, in terms of results, relatively minor.

Another factor we found were that initial investigations made a great deal of difference in how the police perceived the cases, and how they were handled.

The major issue we were trying to address is how you distinguish between a runaway and an abductee. We found out that we were statistically unable to construct a profile to do so.

But we did notice at some police departments—which of course, some police departments, I have to say, don't need to make a distinction between runaway and abductees because they have the same form of investigation for both.

But in any case, whether you investigate on the grounds of an individual as an abductee, or whether you investigate simply because a person is missing, we found that the principal distinction between departments that did a great deal of work, and those departments that did a more perfunctory job, had to do with what you did after the initial interview with the person who is reporting the individual missing.

Many police departments get a report from a parent; they interview the parent, and that is the end of their investigation.

We have found in many cases that it is necessary to go beyond the parent. In some cases the parents are ignorant of their children's interests, ideas, and plans. In some cases parents abuse children, and will not tell you the truth. And in some cases the parents are in such a state of shock, and dismay, that although they're perfectly willing to tell you the truth, they're simply emotionally unable to do so.

It is important, therefore, to interview not merely parents, but friends, to go to schools, and to see where problems might exist to get some kind of hint where a runaway might have gone.

Incidentally, from a policy planning point of view, this is where estimates such as those that are on the board become crucial.

We have taken an estimate that to go beyond the initial interview, say, with a parent in a typical missing child case, it will take an investigator about 3 hours. Some more; some less.

If you take the maximum estimates that are bandied about in this country about which there is general disagreement that they're at least a little too high, you are talking about the equivalent throughout this country of 6,600,000 hours of investigative work. To translate that into officers, you're talking about 3,300 additional officers, which at an average cost, I would say, in this country about $66 million.

The fact of the matter is that a great deal of this work, I think, is being done now. I think the costs—as additional costs, are grossly overestimated. I think the problem is smaller, and I think its cost is not unmanageable. I think, frankly, much of the work is already being done.

But information about the scope of the problem, and the means to meet it, are crucial, particularly in a country which has thousands of independent police departments. And this, I think, is the value of the proposals before the committee today.

I add two small caveats. The first is that I think it is important that people in government do not promise too much by legislation. Although I share with Mr. Williams the desire that all 13 year old children return home tonight, no matter what this Congress does, and no matter what I do, I do not think we will be able to achieve that goal.

Nothing we do after the child is missing will be as good as not having a child missing at all. Do not send a message to parents which says, "don't worry about the children because the police, or the FBI, or the computer will find them."

Even with unlimited resources, we won't be able to do so. It is a problem for everyone, not just for legislators and the police.

Second, we really have to do much more as a society to quell the dangers that children face. When I was growing up in this city if I had run away from home 30 years ago about the worst that would have happened to me is I would have gotten cold if it was the winter; I would have gotten hungry; and I might have gotten anxious. And certainly my parents would have been distraught.

Today, we have serial murders, child pornography, widespread drug use. We have been too tolerant of the decline in morality, and the horror that befalls many children is one part of the price we pay for our tolerance.

Also, as a technical matter, we have found that certain laws, particularly those in the State of Illinois, have made it in some cases extremely difficult to conduct searches for missing children. Statutes have passed in the name of children's rights, and although the statutes contain many meritorious provisions, they have in some cases made it difficult for the police to properly handle missing children cases.

Confidentiality rules which cover the patients in mental institutions make it sometimes very difficult to find out if a child is incarcerated, or held in a mental institution.

In addition to that, there are some cases in which police have reasonable grounds, if not probable cause, to believe that a child—a particular child is being held in a—against that child's will because we do not have probable cause; the fourth amendment restricts our efforts in search and seizure.

What also must be considered, I think, by the Congress is the possibility, if not of modifying the fourth amendment exclusionary rule of at least modifying fourth amendment restrictions in cases when what are being searched for are missing children.

Thank you very much.

Mr. HAYES. Thank you very much.

Could you advise as to whether or not in your department, or any other department in the State of Illinois, that there is any data in the statistics to give some indication as to the ratio of recovery of missing people, particularly juveniles?

Mr. ZAGEL. Well, generally speaking, the rule we found, and I'm rounding off, is about 85 percent of missing persons voluntarily return. The vast majority of other missing persons are found.

There were, I think, in one instance we cite in the city of Chicago the—in the case of 17 to 21 year olds of the thousands of cases reported in the city of Chicago from January 1, 1981 through the end of November 1983, there were only 13 that remained missing. As I say, the majority, about 85 percent return home within 10 days of their disappearance.

And one of the things that—and I might add this; I suppose goes a little beyond your question—but one of the things that bothers me about organizations that cite inflated figures about the number of children that are missing is that from my prospective it seems to me unnecessary.

To me, if instead of 5,000 children missing there are 200 children missing that still is not an acceptable number that we ought to go through. And the fact the police do a good job, and we find all but

a very small percentage of the children were missing, does not mean that we ought to be satisfied with that result if it can be improved.

Mr. HAYES. Let me say as a member of the subcommittee, and a pinch hitter's rule on human resources, we've benefited by excellent testimony here today. All, to my knowledge, who have testified, have expressed support for H.R. 4971 dealing with missing children.

I'm sure Congressman Anderson, and Congressman Savage both, and I know I do as a member of the committee, appreciate your support. But I think we must underscore the fact that passage of legislation social in nature is extremely difficult this year.

The deficit spending set for the military, as has been expressed here, is not viewed with favor on the part of my colleagues in Congress. I know that, as you all have expressed, this is a problem that is growing; needs not just local or State attention, but needs the attention of our Federal Government.

Those of us who are supportive of H.R. 4971 will be pushing, but your help, particularly with your people in Congress, may be the kind of push that might help this proposed legislation come into fruition.

I want to close out this hearing by expressing my sincere thanks on the part of the committee for the excellence of the testimony that you've given here; for sharing your time with us; and your participation. It's all been helpful.

[Whereupon, at 12:30 p.m., the subcommittee was adjourned.]

APPENDIX

MAY - 1984

HAROLD L. VOLKMER
9TH CONGRESSIONAL DISTRICT
MISSOURI

2468 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515
(202) 225-2956

HOUSE COMMITTEE ON
AGRICULTURE

HOUSE COMMITTEE ON
SCIENCE AND TECHNOLOGY

JAMES S. SPURING
ADMINISTRATIVE ASSISTANT

LEE VOGEL
DISTRICT ADMINISTRATOR

Congress of the United States
House of Representatives
Washington, D.C. 20515

DISTRICT OFFICES

HOUSE 310
FEDERAL BUILDING
HANNIBAL, MISSOURI 63401
(314) 221-1200

200 AUSTIN
COLUMBIA, MISSOURI 65201
(314) 449-5111

616 TERRA LANE
P.O. BOX 310
O'FALLON, MISSOURI 63366
(314) 272-4373

123 COURT
MACON, MISSOURI 63552
(816) 385-5616

317 LAFAYETTE
P.O. BOX 239
WASHINGTON, MISSOURI 63090
(314) 239-6001

April 30, 1984

Hon. Ike F. Andrews
U.S. House of Representatives
2201 Rayburn HOB
Washington, D. C. 20515

Dear Ike:

This week many of us watched the re-airing of the T.V. movie "Adam" based on the abduction and murder of a six-year-old child. The story was tragic in and of itself, but when viewed as representative of thousands of similar cases that occur in this country every year, the situation is horrifying.

The original airing of "Adam" last fall has brought greater attention to the problem of missing children. The story demonstrates both the terrible fate that awaits many of our children and the agony of parents and family who either suffer such an experience or simply do not know what has become of a missing child.

The National Fingerprint Center For Missing Children offers one helpful approach to this problem. The non-profit organization provides a centralized record of fingerprints to help law enforcement officials identify missing children. I am enclosing a brochure describing the center, which you may wish to bring to the attention of your constituents who are concerned with this problem.

With best wishes, I am

Sincerely,

Harold L. Volkmer
Member of Congress

HLV/td
Enclosure

Let us know when your community is fingerprinting. We'll be glad to work with you to set up a collection table for cards and fees to be sent to the center. Bulk mailing will be paid for by the center, if they have been approved by the National Fingerprint Center For Missing Children in advance.

We need your help to make this a national success. 100,000 missing children each year is 100,000 to many! The more cards we have on file, the more successful we can be in identifying missing children each year! Our brochures are only $5.00 per 100. Your gifts are appreciated and tax deductible.

PARENT'S WRITTEN SIGNATURE MUST BE EITHER ON THE FINGERPRINT CARD OR THE ATTACHED "PARENTAL PERMISSION" CARD.

KEEP THIS BROCHURE WITH YOUR IMPORTANT PAPERS.

Make checks or money orders payable to:

NATIONAL FINGERPRINT CENTER FOR MISSING CHILDREN
P.O. Box 886
Kirksville, Missouri 63501
816-627-1277

Endorsed by the Missouri Dept. of Public Safety
Endorsed by the Missouri Police Chiefs Assoc., Inc.
Endorsed by the Missouri Sheriffs' Assoc.
Endorsed by Ft. Worth, TX, Police Department
Endorsed by The Auxiliary to the American Osteopathic Association

*Member of Missouri Crime Prevention Association
*Member of Kirksville Chamber of Commerce
*Associate Member - International Assoc. of Chiefs of Police
*Member National Sheriffs' Assoc.

This brochure may not be reproduced without the written consent of the National Fingerprint Center For Missing Children

National Fingerprint Center For Missing Children
A Not-For-Profit Corp.

TAKE TIME TO CARE!

NATIONAL FINGERPRINT CENTER FOR MISSING CHILDREN
P.O. BOX 886
KIRKSVILLE, MISSOURI 63501
816-627-1277

REGISTER YOUR CHILD TODAY! TOMORROW MAY BE TOO LATE!

WHAT IS THE NATIONAL FINGERPRINT CENTER FOR MISSING CHILDREN?

We are a non-profit corporation formed for the purpose of classifying and filing children's fingerprints in order to assist both parents and law enforcement in the identification of missing children throughout the United States.

We are independent and not associated with any law enforcement agency.

Our goal is to have every child registered with the center until age 18.

WHAT DOES IT MEAN TO CLASSIFY FINGERPRINTS?

Classification means to analyze each fingerprint and to assign a letter or numerical value to each pattern. There are 640,000 possible classifications of a set of fingerprints. A formula is calculated to represent the prints from both hands.

This classification, or formula is called the "Henry System of Classification", and is the same used by law enforcement agencies across the country.

In addition to the Henry System, the 20 digit N.C.I.C. classification is entered into our computer along with the child's full name, sex, race, blood type, hair and eye color, and birthdate.

WHY SHOULD I WANT MY CHILD'S FINGERPRINT CARD REGISTERED AT THE NATIONAL FINGERPRINT CENTER FOR MISSING CHILDREN?

1. Some communities are fingerprinting on one card and sending the card home with the parents. This does not provide the parents with the maximum benefit and security that they are seeking.
2. These cards may get lost, damaged, and may not be classifiable. It takes training, practice and patience to obtain good, classifiable fingerprints from children.
3. If a set of fingerprints cannot be classified, they cannot be searched by the Henry System through our files for a positive identification. Only when a professional classifier begins to classify a set of prints, do you know if you have prints that will positively identify your child in time of need.
4. We feel that parents should know before anything happens to the child, that they have classified prints on file at the center that will not be lost or damaged.
5. A separate file is provided for palm prints for children under the age of 5. Parents can submit actual fingerprints on these children later at no additional charge.
6. By providing a centrally located, non-profit center for this fingerprint information, we can compare fingerprints and assist law enforcement agencies from across the country in the identification of missing children.
7. When a child is reported missing by a parent, a notation is made on our computer to reduce our search when information comes in. All information can then be immediately placed into the N.C.I.C. network that alerts law enforcement agencies throughout the country by local law enforcement agencies.
8. No time is wasted! All cards are classified promptly upon their receipt, or returned and asked to be resubmitted at no charge.
9. Security measures have been implemented to protect all cards and computer information.

WHO HAS ACCESS TO THE INFORMATION?

This non-profit corporation was formed for sole purpose of identifying missing children. Only carefully screened employees at the center have access. These files are not kept for any type of criminal investigation or identification.

WE WORK WITH PARENTAL PERMISSION

1. A parent or parents sign the fingerprint card before sending it to the National Fingerprint Center For Missing Children.
2. A parent notifies the center if his or her child is missing.
3. When we match a child on file with fingerprints that have been sent by law enforcement, the center confirms that it has been previously notified by the parent, or we confirm with the parent that his or her child is actually missing before giving out the identification of that child.
4. If parents wish to use only our classification service, and do not want the center to maintain any information on file, they may mail the 8 × 8 signed card, along with a written request for the fingerprint card to be returned to them as soon as it is classified. The $3.50 fee must accompany the card and written request.

WHAT THE FINGERPRINT CARD MUST CONTAIN BEFORE BEING SENT TO THE CENTER.

1. We accept only the standard 8 × 8 card and we have our own cards available which are blank on the back side for palm prints, written comments, etc.
2. Each card should be printed clearly or typed and contain:
   1. Child's complete name
   2. Child's sex and race
   3. Child's hair and eye color
   4. Child's blood type
   5. Child's birthdate
   6. Parent's name printed
   7. Parent's address printed
   8. Parent's phone number
   9. PARENT'S SIGNATURE
   10. $3.50 fee per child

   DO NOT abbreviate on card.

A one-time $3.50 fee is charged to cover all of our services until the child reaches the age of 18. This must accompany all cards. Mail all 8 × 8 cards flat and write "Do Not Fold" on the mailing envelope.

APR 26 1984

american society for adolescent psychiatry

Administrative Office: 24 GREEN VALLEY ROAD
WALLINGFORD, PA. 19086
215-566-1054

Please reply to: above

President
RICHARD C MAROHN M D
667 WEST DEMING PLACE
CHICAGO IL 60614

President-Elect
JOHN L SCHIMEL M D
40 GRAMERCY PARK NORTH
NEW YORK NY 10010

Vice Presidents
JACK M BUFFINGTON M D
632 FOREST AVENUE
WILMETTE IL 60091
DORIS B SOCHOW M D
633 N CAMDEN DRIVE
BEVERLY HILLS CA 90210

Secretary
JOHN G LOONEY M D
TIMBERLAWN HOSPITAL
P O BOX 11408
DALLAS TX 75223

Treasurer
JOHN E MEERS M D
14801 BROSCHART ROAD
ROCKVILLE MD 20850

Past Presidents
WILLIAM A SCHONFELD M D 1961 62
SHERMAN C FEINSTEIN M D 1969 70
BERTRAM BLATT M D 1970 71
HERMAN D STAPLES M D 1971 72
DANIEL OFFER M D 1972 73
MAX SUGAR M D 1973 74
FRANK B WILLIAMS M D 1974 75
JULIAN I BARISH M D 1975 76
GUSTAVO A LAGE M D 1976 77
JOE W KING M D 1977 78
MICHAEL G RALOGGERARIS M D 1978 79
PAUL S WEISBERG M D 1979 80
D STEVE GOUDELOCK M D 1980 81
GHISLAINE D GODENNE M D 1981 82
BRET BURQUEST M D 1982 83

Membership
ROBERT I O BRIEN M D
1415 DICKASON
DALLAS TX 75218

Constituent Societies
CAROLINAS
CHICAGO
COLORADO
FLORIDA
GEORGIA
HOUSTON
KENTUCKY
MARYLAND
METROPOLITAN WASHINGTON
MICHIGAN
MINNESOTA
NEW ENGLAND
NEW ORLEANS
NEW YORK
NORTH TEXAS
NORTHWEST
PHILADELPHIA
SAN ANTONIO
SAN DIEGO
SOUTHERN CALIFORNIA
TENNESSEE
TORONTO
VIRGINIA

Executive Secretary
MRS MARY D STAPLES
24 GREEN VALLEY ROAD
WALLINGFORD PA 19086
215 566 1054

April 18, 1984

Honorable Ike Andrews, Chairman
Human Resources Subcommittee
Committee on Education and Labor
Washington, DC 20515

Dear Congressman Andrews:

On behalf of the American Society for Adolescent Psychiatry, a national organization of psychiatrists concerned about the physical and mental health of children and youth, I wish to acknowledge your leading role in the creation of the Missing Children's Assistance Act of 1983, S.2014 (H.R.4300). We wish you to know that we have written to numerous members of Congress urging their co-sponsorship and support of this measure.

We believe that this legislation begins a trend of greater sensitivity on the part of government to the pressing emotional needs of many children and adolescents as well as to the more obvious physical ones. As the leading national group of mental health professionals concerned primarily with adolescents, we wish you to feel free to call upon us should you wish our views on issues coming before you that are critical to adolescents.

Please accept our congratulations for the fine work that you are doing in this area.

Sincerely yours,

Richard C. Marohn, M.D.
President

RCM/mds

ADOLESCENT PSYCHIATRY is the official publication of the American Society for Adolescent Psychiatry

Nevada Parent Teacher Association (PTA)

Official motion blank

MOTION NUMBER _____

DATE Jan 13, 1984

I move... The legislative committee moves that the Nevada PTA Board of Managers urge the Nevada Congressional Delegations of Senators Laxalt and Hecht and Representatives Reid and Vucanovich support the Runaway and Homeless Youth Act at the funding level of $25 million or above and remain categorical.

Debra Kennedy
signed

39-879 O - 85 - 9

MISSING CHILDREN

Whereas, the Nevada State PTA is a member of Western State Youth Services,

Nationally thousands of youngsters, mostly under the age of 12 are reported missing each year,

Whereas, nationally approximately 100,000 children a year are abducted by parents in custody fights,

Whereas, another 20,000 to 50, 000 are snatched by strangers,

Whereas, approximately 5,000 have been found dead, while others are exposed to sexual exploitation schemes,

Whereas, the Nevada State PTA is sensitive to the needs of families of missing children and supports the efforts of Community, Runaway and Youth Services in Nevada and the National Network of Runaway and Youth Services, therefore, be it,

Resolved, that Nevada having identified families with missing children, the Nevada PTA strongly urges support and funding of $10 million or above for the Missing Children's Assistance Act on a national level.

Resolved, that the Missing Children Act be a categorically funded program.

American Bar Association

A Program of the
Young Lawyers Division

Advisory Board

CHAIRPERSON
Bruce A. Kaufman
ABA Young Lawyers Division

VICE CHAIRPERSON
Brian T. Mahon
ABA Young Lawyers Division

David L. Armstrong
National District Attorneys Association

Donald C. Bross
National Association of Counsel for Children

Elizabeth S. Cole
Child Welfare League of America

Robert F. Drinan
Georgetown University Law Center

Peter W. Forsythe
Long McConnell Clark Foundation

Frederick C. Green
Children's Hospital National Medical Center

Sanford N. Katz
ABA Family Law Section

Orin W. Kelchem
American University Law School

Norman Lefstein
ABA Criminal Justice Section

Marcia R. Lowry
ACLU Children's Rights Project

Evelyn R. Moore
National Black Child Development Institute

Hon. Enrique H. Peña
National Council of Juvenile and Family Court Judges

Albert J. Solnit
Yale University Child Study Center

Michael S. Wald
Stanford Law School

Hon. Patricia M. Wald
U.S. Court of Appeals for DC Circuit

Young Lawyers Division

CHAIRPERSON
Carolyn B. Lamm

CHAIRPERSON-ELECT
W. David Watkins

SECRETARY
Gregory A. Long

BOARD OF GOVERNORS LIAISON
Jane H. Barrier

Resource Center Staff

DIRECTOR
Howard A. Davidson

ASSOCIATE DIRECTOR
Robert M. Horowitz

PLANNING FOR CHILDREN IN FOSTER CARE PROJECT
Mark Hardin
D. Duane Dickson

CHILD CUSTODY PROJECT
Patricia M. Hoff

PROPOSED MISSING CHILDREN
AMENDMENTS TO 42 U.S.C. Section 5701 et seq.
(P.L. 93-415)

1. Amend title of Act to:
"Runaway, Homeless and Missing Youth".

2. Section 5701 - Add language on missing and abducted children to Congressional findings section.

3. Section 5711 - Add new subsection (d) which provides for demonstration grants for:

   1) Educational activities geared towards preventing child abduction.

   2) Local programs assisting parents whose children disappear.

   3) Special provision for funding a national toll free phone line for use by parents, children, and "spotters" (modeled on the HHS-funded runaway switchboard in Chicago). This will require amending the next to last sentence of Section 5711.

   4) Operation of a national technical information clearinghouse on missing children programs and services.

   5) Law enforcement, public school, and civic organization programs which help parents to collect useful identifying material on their children (photos, prints, etc.).

   - Also add new subsection (e) which provides for research grants for:

     1) Collection of special detailed data from certain states and localities on the frequency of missing children reports, the use of N.C.I.C., the length of time before children are found, the investigative resources utilized, etc.

NATIONAL LEGAL RESOURCE CENTER
FOR CHILD ADVOCACY & PROTECTION
1800 M STREET, N.W. WASHINGTON DC 20036 • TELEPHONE (202) 331-2250

2) Conducting a national incidence study in which uniform annual aggregate reporting is made and national data scientifically analyzed to determine: the actual number of U.S. children who are reported as missing from home each year, how many are likely runaways, how many are abducted by strangers, how many are victims of parental kidnapping, how many children are recovered, etc.

3) Studying the psychological consequences on both parents and children of a child's disappearance from home, both during the disappearance and after the child is recovered.

4. Section 5712 - Amend applicant eligibility section to provide for funding any public agency or non-profit organization. Give preference in grants to programs and organizations in which parents play a substantial role.

5. Section 5713 - Amend last sentence on grant priorities by also giving priority to those with demonstrated experience in providing services to parents of missing children.

6. Section 5715 - Amend the provision concerning the required Annual Report to Congress by HHS to also cover both those steps taken by the federal government to prevent missing children as well as to help parents locate them.

7. Section 5716 - Amend language on the permissible use of federal funding so that missing children programs as well as runaway youth "facilities" can be funded.

8. Section 5731 - This section on restrictions on disclosure of information on individual children will need amendment, since the revised Act will have to fund some Child Find-like programs, in which information on missing children is transferred (this would be in violation of the existing statutory language).

9. Section 5741 - I don't understand what significance the "Reorganization Plan" would have to the amendments proposed herein.

10. Section 5751 - Add to (a) a special annual authorization for missing children's programs of $3-5 million. Amend (b) to also require coordination with the Federal Bureau of Investigation.

11. Consider adding new provisions for:

    1) Creating a National Advisory Board on Missing Children.

    2) Permitting Special grants to law enforcement agencies for innovative investigative projects related to missing children.

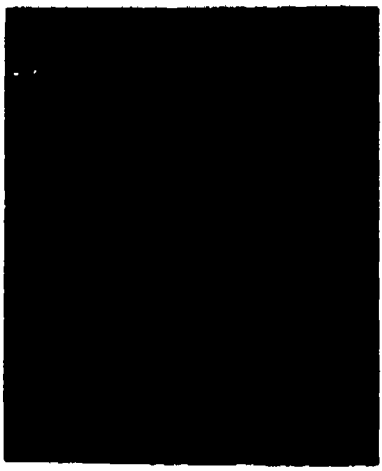
    3) Allowing for contracts as well as grants.

    4) Requiring advance publication in Federal Register of proposed annual research and demonstration priorities in order to solicit public comment.

    5) Assuring that the HHS Secretary provides to the Youth Development Bureau (YDB) adequate staff and resources to properly carry out its new functions related to missing children.

CHILD WATCH Fall 1983

McCONNELL RELEASES 18 POINT FINAL TASK FORCE REPORT ON EXPLOITED AND MISSING CHILDREN



McConnell announces final report

The release of the Kentucky Task Force on Exploited and Missing Children's final report in late September has been greeted with overwhelming support from the members of the press and general public. The Courier-Journal, whose response paralleled most other commonwealth newspapers, said that the "legislative . . package should be quickly considered and passed next year. Let Kentucky lead the nation."

With the report's release, most of the Task Force's objectives have been realized. The work of the Task Force will now be carried on by the newly formed Kentucky Alliance for Exploited and Missing Children.

When he released the report, Jefferson County Judge/Executive Mitch McConnell noted that Jefferson County has been the national leader in this field since he formed the Exploited and Missing Child Unit in 1980, and that the Kentucky Task Force has taken these accomplishments statewide under his chairmanship

"We have seen people from all parts of the commonwealth work together to eliminate this threat to our children," McConnell stated. "There has been a dramatic increase in public awareness and outrage toward these crimes, which previously resulted in little more than a slap on the wrist for child molesters We have witnessed a dramatic movement toward harsh punishment for child molesting offenses."

The final report on the work of the Kentucky Task Force makes 18 recommendations for the further fight against child exploitation, including eight legislative proposals for the 1984 General Assembly. "When the Task Force's initiatives are adopted by the General Assembly, Kentucky, which is already the national leader in this field, will be light years ahead in its efforts to protect our children," McConnell said.

"There is no more reprehensible crime, no crime more deserving of serious punishment, than that of child exploitation and sexual abuse," McConnell stated. "I urge all concerned Kentuckians to join the new Kentucky Alliance for Exploited and Missing Children and commit themselves to better protect our children."

With the implementation of these recommendations, Kentucky will continue to be first in the nation on attacking the issue of the exploitation of children.

Task Force proposals include:

1. ADOPTION OF A "KENTUCKY MISSING CHILDREN'S ACT"

This act sets up a computerized Missing Child Information Center and requires all law enforcement agencies to accept and investigate all reports of missing children immediately.

2. ADOPTION OF A "CHILD SEXUAL ABUSE AND EXPLOITATION ACT"

Legislation to allow taxpayers to donate $2 of their tax return to a "Child Victim's Trust Fund," which will be used to educate children to the dangers of sexual abuse and exploitation.

3. MANDATORY SENTENCING FOR CHILD MOLESTERS

Legislation to make certain sexual offenses against children nonprobatable, guaranteeing incarceration for molesters commensurate with the harm they have inflicted by their crimes.

4. YOUTH SERVING AGENCIES LEGISLATION

Passage of laws to allow all Youth Serving Agencies to request criminal record checks on persons applying for positions of authority over children.

5. UNLAWFUL TRANSACTION WITH A MINOR MADE A FELONY

Upgrade the offense of engaging in sexual activity with a minor to felony status.

Other recommendations include initiating "call-back" programs to notify parents when a child fails to appear at school, providing "body-safety" programs to educate children about sexual abuse, and continuing the child fingerprinting programs which McConnell has initiated in all 120 Kentucky counties.

The final recommendation of the Task Force is to establish the Kentucky Alliance for Exploited and Missing Children, an organization of concerned citizens who will implement the recommendations of the report.

Jim Callahan of Madisonville and Mitch McConnell conversing after the July Task Force hearing in Paducah.

GET FINGERPRINTED — GET A CONE

Since the Kentucky Task Force on Exploited and Missing Children was started last year, there has been an overwhelming response to the group's efforts to establish fingerprinting programs around the state.

Program sponsors have ranged from large corporations such as the Winn-Dixie grocery chain to small service groups consisting of only a handful of people. In Madisonville, the fingerprinting program seems to have developed a flavor (flavors?) all its own under the leadership of local Baskin-Robbins Ice Cream Parlor owner, Jim Callahan.

According to Callahan, the marriage of his ice cream parlor and the local fingerprinting program were a natural. "The key to a successful program is to have a location with access to the children. What could be better than an ice cream store during a hot summer?" he asked.

Callahan said that once he decided to get involved in the program he found it easy to get help from other community groups. "People's Bank and Trust was willing to underwrite the cost of giving an ice cream cone to every fingerprinted child, the Madisonville Business and Professional Women's Club donated their time and assisted in the record keeping, and the local police department agreed to do the actual fingerprinting."

The first two fingerprinting sessions managed to fingerprint a total of 690 children. Callahan said that he intended to have a third session in the fall to add to that number. He said, "The only change that will be made is they would continue an experimental program offering polaroid pictures of a child for a dollar."

Callahan said the decision to take pictures was made because of the comments heard from parents during their first session. "A lot of parents mentioned that they didn't have current pictures of their children to give to police if their child turned up missing. It just seemed that if we were going to the trouble of fingerprinting that we should make sure a current picture of the child was also available."

Callahan added that the program is beginning to have a ripple effect. "I've been contacted by another Baskin-Robbins owner in Indiana about my program and how she could start one. Maybe I've started something."

T.V. SPOT OFFERS INFORMATION

The Chairman of the Kentucky Task Force on Exploited and Missing Children, Jefferson County Judge/Executive Mitch McConnell, will be featured in a televised public service announcement (PSA) to be aired across the Commonwealth this fall.

The PSA will open with McConnell and his two daughters, Claire and Porter, approaching the family car at a Jefferson County park. After the children enter the car, McConnell will tell the audience, "like you, my children mean the world to me."

After that statement, the camera will close in and the Judge will briefly describe to viewers the magnitude of the exploited and missing children problem. The 30-second spot will close with McConnell asking the audience to write to him in care of the Jefferson County Courthouse for more information.

According to McConnell, "Up to now, with the exception of our involvement with the fingerprinting programs, the Task Force has been primarily holding hearings and gathering information. With this PSA, we will be able to give parents information that they can use and reach people who we might normally not be able to reach."

The chairman added that the fall release date would be a big help to the PSA's effectivness. "People are ready to get back to business with the opening of school and are a bit more inclined to react to appeals they hear on television in the fall. Another advantage is that there are more viewers in the fall than in the summer," McConnell said.

The video tapes have been sent to twenty-eight stations including stations in Evansville, Cincinnati and Huntington.

GRANT COUNTY TEACHERS LEARN ABOUT TASK FORCE

Kentucky Task Force on Exploited and Missing Children Chairman Mitch McConnell addressed over 130 Grant County teachers in Dry Ridge during their in-service day training on August 18.

McConnell was the guest of fellow Task Force member Dr. Otis Reed, Jr., Superintendent of

Grant County Schools. According to Dr. Reed, interest in having the Judge speak to the teachers was generated from an in-school fingerprinting program initiated last spring. "At the time my only thought was to have our students fingerprinted, but the response from the faculty was so strong that I thought it might be good for them to hear from someone of Mitch's stature and level of involvement," Reed said.

McConnell's presentation consisted of a screening of a film describing the exploited and missing children problem and a discussion of how teachers can get involved in protecting their students.

Afterwards, McConnell said that the involvement of educators will be a key to making real progress in both the prevention of exploitation and the apprehension of child exploiters. "A child spends as much or more of his or her active hours with a teacher than he or she does with a parent. As a result, a teacher is often in a better position to notice the warning signs that signal that a child is in danger or has already been victimized," he explained.

McConnell added that, because an exploiter might be a family member, a teacher could be the only person that a victimized child could turn to for help.

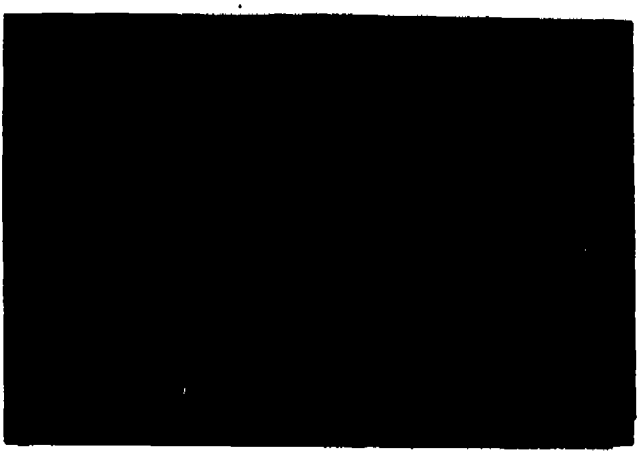
DRUTHER'S DONATION AIDS CAUSE

Druther's Inc, a Kentucky based fast food chain, became the second major regional corporation to commit its resources to the efforts of the Kentucky Task Force on Exploited and Missing Children when it donated $7,500 to the group in late August.

During a brief ceremony at the Jefferson County Courthouse, Druther's President Thomas Hensley presented the check to Task Force Chairman Mitch McConnell and announced the corporation's involvement. "This check symbolizes the Druther's belief that business has a stake in the communities in which it exists. We believe that a corporation is a citizen and that we should be an active citizen in the communities we live in," Hensley stated.

McConnell said that the money would be used for a variety of purposes. "It will help pay for a radio Public Service Announcement, printing of a newsletter, and for the printing of 200,000 brochures which will be distributed in Druther's 100-plus Kentucky stores."

McConnell noted that earlier this year the Winn-Dixie grocery chain had begun a fingerprinting program in its Kentucky stores in conjunction with the Task Force.



Members of the Task Force at the hearing held in Lexington in June. From right to left: Helen Kendall, Ann Ross, Mitch McConnell.

PUBLIC, PRIVATE SCHOOLS EXPANDING FINGERPRINTING

Jefferson County School Superintendent Dr. Donald Ingwerson, Jefferson County Judge/Executive Mitch McConnell and Superintendent of Catholic Schools Father Thomas Duerr, announced in late August that all county students through the eighth grade would be fingerprinted during the school year.

McConnell, who is chairman of the Kentucky Task Force on Exploited and Missing Children, said last year's program fingerprinted approximately 24,000 children, but this year's goal would be 80,000 students. "Last year, because the program was run by my staff, we only attempted to do two grades in the system. This year, with involvement of the 15th District PTA, the League of Catholic PTAs and community volunteers, we have higher aspirations," McConnell stated.

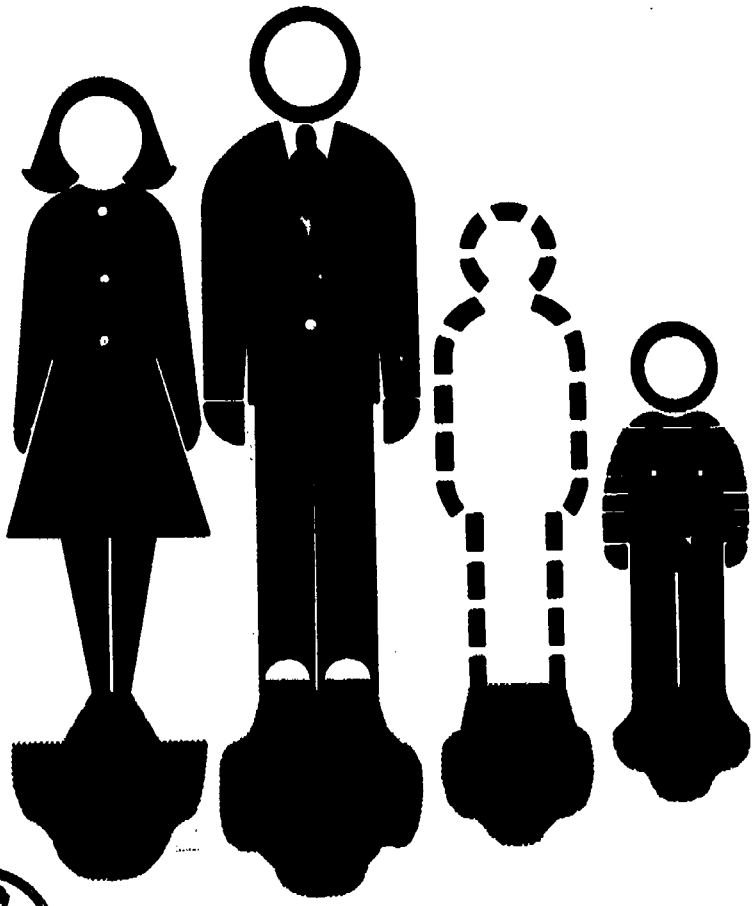
According to Sharon Soloman, the Kentucky State PTA's Juvenile Protection Chairman, last July the Kentucky Congress of Parent Teacher Associations endorsed school fingerprinting programs. "It seems like there are more missing children and sexually exploited children now than ever before. For that reason, I would recommend that parents get their children fingerprinted," Soloman said.

Ingwerson added that one part of the program won't change this year. "A letter again will be sent home to parents to inform them of the date the fingerprinting will be done in their school and that they can have their child withheld from the program. Also, we will make it clear to the parents that they will be getting the only copy made of the prints.

According to McConnell, the method of having his staff train PTA members and other volunteers to administer the fingerprinting program has a positive side effect. "A big extra is the involvement of parents and citizens in the education of our young people. Hopefully, their involvement will not end with this program, but will symbolize a beginning for some of these parents."

CHILD LURES

A GUIDE TO PREVENT ABDUCTION



This booklet is sponsored by Kid Wise, a national educational effort by Ralston Purina Company's Breakfast Foods Division and the National Coalition for Children's Justice.

Ken Wooden researched and wrote this guide as an outgrowth of his work as an investigative reporter for ABC News 20/20 and as the founder of the National Coalition for Children's Justice and the National Child Victim Computerized Network. The information is based on interviews with convicted child molesters and murderers - the experts.

Ken Wooden has authored three books which center on the injustices suffered by children. *Weeping in the Playtime of Others*, a best seller, served as the basis for three "Sixty Minutes" segments. *The Children of Jonestown* is the culmination of his investigative work for *NBC News* and the *Chicago Sun Times*; it garnered a Pulitzer Prize nomination. His third book, soon to be published, *Prey-Missing and Murdered Children*, is the result of five years of investigative work.

Wooden's articles and books have prompted Congressional inquiries and legislation dealing with interstate commerce of children, the child pornography industry, foster care reform and, most currently, the problem of missing and murdered children.

This is copyrighted material, and cannot be reproduced without written permission of Kenneth Wooden. 1984

Executive Office · 1876 N University Dr. Suite 306
Fort Lauderdale, Florida 33322
305/475-4847

Orlando Office · 2275 Orlando Ave
Winter Park, Florida 32789
305/629-1811

Adam Walsh Child Resource Center

January 8, 1984

Kenneth Wooden
Executive Director
National Coalition for Children's Justice
2998 Shelburne Road
Shelburne, Vermont 05482

Dear Ken:

Among the thousands of cards and letters Reve' and I received after the movie on our son, Adam, was aired on NBC, your card announcing your appointment as a national investigative reporter for ABC NEWS, 20/20, was very special news.

You were the first voice to ring the alarm on the rising violent death of our children. Your research, writings, and training of police officers and anyone else who would listen, was at first, the voice in the wilderness, the pioneer who would not give up. A persistent force which created the computer software to trace missing and murdered children – software that should have been in operation in the late 1960's.

I look forward to endorsing NCCJ's NATIONAL CHILD VICTIM NETWORK during my St. Louis press conference, as well as during a private meeting with Ralston Purina – the first corporation in America which had the courage and vision to financially support NCCJ's network.

Keep the story before the public, Ken, and together, with an army of concerned parents, let's get the NATIONAL CHILD VICTIM NETWORK in operation during 1984. Every child in America deserves that basic protection.

Again, thanks to the precursor who doesn't get tired or discouraged.

Sincerely,

John Walsh

John Walsh
President, Board of Directors

Working for missing, abused, and neglected children

A LETTER FROM KEN WOODEN TO PARENTS

This prevention guide describes the different methods actually used by child molesters/murderers for the purpose of luring and deceiving children into leaving their safe environment for the uncertain and frightening one of the abductor.

Knowing these lures is helpful, but equally important is the need to teach our children to think critically and act according to their own basic intuition.

It was this combination of thought and intuition that saved my own daughter from a very dangerous situation. Her car broke down and she was walking down a major highway in broad daylight. A car with two men stopped. They flashed a badge, claimed to be detectives, and offered to help. She told them of the car trouble, and they said, "Climb in." When she opened the back door she saw clothes hanging from the back seat and dirty clothes on the floor. She knew something was wrong, and immediately slammed the car door. The men sped off. Later, they were arrested for posing as policemen and raping young women.

My daughter saved herself with quick action, based on her instincts and common sense. Unfortunately not everyone would have reacted similarly without the benefit of the type of information in this booklet.

By fostering this type of critical thinking, based on knowledge of the following lures, many more young lives can be saved.

We owe that to our children.

Ken Wooden

Ken Wooden

CHILD LURES

Following are nine lures often used by abductors and molesters:

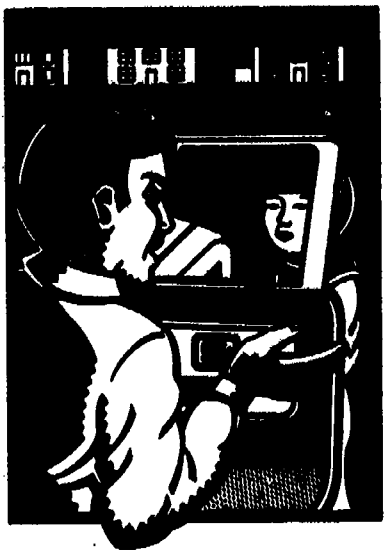
AFFECTION/LOVE The vast majority of child molestations and murders are committed by a person who is known by the child or a member of the family. While most children have been told to be wary of strangers, they are caught off guard when a relative, neighbor or family acquaintance makes advances.

PREVENTION Question the motives of adults who seem highly interested in your kids and want to spend a lot of time alone with them. Monitor the child's activities in youth groups, summer camps, etc. Participate in these activities as much as possible.

Children from unhappy homes are especially easy targets for the affection/love lure. Molesters admit these children are so "starved for affection" that they are easy to seduce and abuse.

ASSISTANCE Perpetrators will often approach a child and ask for some kind of help. These requests can include directions to a popular landmark, nearby restaurant or school; help in finding a lost puppy; or assistance in carrying an armload of packages to the car. The types of requests are unlimited and the perpetrators are often very creative and convincing in stating their needs. They may be disguised as a disabled person or a sweet old woman who needs a helping hand.

PREVENTION Tell your child that adults should ask other adults for directions or help. If anyone stops to ask directions, your child should move out of reach, take two steps backward, and be ready to run.



A GUIDE TO PREVENT ABDUCTION

AUTHORITY Taking advantage of most children's respect for authority, perpetrators will dress like police officers, clergy, firefighters, truant officers, etc. They often go as far as to wear uniforms, carry badges, and even affix flashing lights to their cars. Some have posed as store detectives, accusing children of stealing and instructing them to "come with me!"

PREVENTION Instruct your child to ask an available adult to require the apparent authority to produce a pertinent ID credential. No legitimate officer will be offended by this request. Impersonation lures can be the most difficult to detect. Exercise extreme caution.

BRIBERY The age-old lure, bribery, still works. Younger kids may be offered candy, toys and other rewards. Older children may receive beer, drugs or money in exchange for sexual favors.

PREVENTION Be alert to new toys, gifts or money that haven't been given through normal family channels. Ask your kids where these items have come from. Teach your children that no one repeatedly gives presents without wanting something in return.

EGO/FAME Sometimes children are promised a modeling job, the chance to compete in a beauty contest or the opportunity to star in a commercial. They are offered a private audition and told to keep it a secret from Mom and Dad. Photography and filming sessions often begin harmlessly, then escalate into pornography and seduction.

PREVENTION Chaperone your child's talent pursuits.

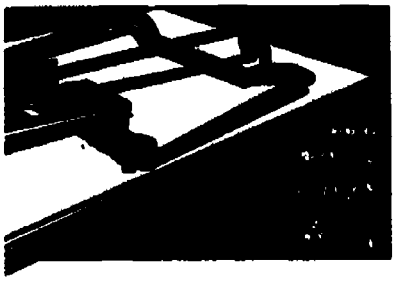
EMERGENCY The emergency lure is designed to disarm, confuse and worry the child. Here are some examples:

"Your mommy is sick and was taken to the hospital —come with me!"

"Your father had a heart attack, and your mommy sent me to take you straight to the hospital!"

"Your house is on fire and your mother is locked out. Do you have a house key? Hurry and come with me!"

PREVENTION Select a code word that only you and your children know. Tell your child that they should never go with anyone unless the code word has been used. Pre-arrange an action plan with your child in case of a real emergency.



GAMES AND FUN With this lure, seemingly innocent play often leads to intimate bodily contact. Games might include tickling, wrestling, make-believe role playing, hide the quarter, or hide under the cover.

People dressed as clowns, Santa Clauses, cowboys and other fanciful characters can capture a child's natural sense of fun. The "pied piper" types fascinate children with tricks or gimmicks.

PREVENTION Teach your children the differences between a "good touch" and a "bad touch." Common sense should tell parents something is wrong when an adult consistently singles out a child for a playmate. Explain that certain areas of their bodies are very private and encourage them to report unusual behavior that makes them feel uncomfortable or "bad."

JOBS Adolescents can be attracted by the promise of a high paying or interesting job. Interviews for these jobs are often held in secluded locations and are advertised with only a post office box.

PREVENTION Stress to adolescents that you would like to know where and by whom they're being interviewed. Share your reasons for wanting to know.

THREATS/FEAR Some perpetrators use violent verbal threats, and even flash guns or knives. Or they may pretend to blackmail the victim with a statement like, "I'm going to tell what I saw you do."

PREVENTION Teach your children to counter threats by running and screaming. *Most molesters/murderers say they will flee if their intended victim runs or screams.* A child who follows a perpetrator into a car, building or other isolated area due to fear and the hope that cooperating may save him/her has lost control of the situation. Children who have not been paralyzed by fear have been excellent witnesses, resulting in the arrest and conviction of multi-murderers.

TEACHING CHILDREN TO PROTECT THEMSELVES

Our children are marvelous beings with a greater memory and learning capacity than most sophisticated computers. By plugging into that "computer," we can teach our children to save themselves and we can help bring perpetrators to justice.

We suggest this approach in discussing the lures with your children:

Avoid scaring them. Explain that most people genuinely care about children and are dedicated to their protection and welfare.

Explain that missing/murdered children are an exception—like a house fire, and, like fire drills, prevention saves lives.

Explain that each child has a basic right to body privacy. Aside from medical examinations, where you or a doctor's assistant is present, no one has the right to "play with," expose or fondle a child's private parts.

Encourage your child to communicate serious abuses to you.

Stress that authority figures (parents, teachers, clergy, police, military, relatives, youth leaders, etc.) will not, if they are concerned about the welfare of a child, fondle his/her private parts or compel him/her to do the same.

Stress "safety-in-numbers"; ask them to travel with friends or classmates to school areas or around the neighborhood.

Urge your children to think escape/survival if abducted. Promote critical thinking skills.

Urge special caution toward drivers of vans; they have been used in some vicious crimes.

Caution! This is merely a guide for parents to educate their children in a one-on-one environment. It is not designed as a mass communication tool for use by unskilled personnel. Group materials are now being developed for the Kid Wise education program.

39-879 O - 85 - 10

FINAL NOTES TO PARENTS/ TEACHERS

Extensive research and interviews with convicted molesters/murderers reveal the following trends:

1. Children are "targeted!"—They are selected before a molester/murderer moves in.
2. Location is important to the molester/murderer. Favorite hunting spots are the isolated short cuts that children take walking or bicycle riding to and from school. *Avoid these routes.*
3. Typical characteristics of children who have been victims of molesters/murderers include children who:

   personal habits/appearance

   appear "unkempt" or neglected

   are slight of build

   travel alone, are "loners" or are habitually out late at night alone

   remove themselves from the main activity area, thus separating themselves from easy visual or audible contacts with a group

   frequent video game arcades

   are very young children (ages 8-10) who smoke cigarettes

   family/environment

   have parents in the middle of bitter divorce proceedings

   have families with no religious affiliations/values

   have a single female parent who has given total trust of them to adult male friends

   have parents with sexually promiscuous lifestyles

4. While most young children are uninformed about sex, their bodies are going through stages of awakening sexuality which greatly enhance the opportunity for seduction. Responsible sex education is an effective tool to combat abuse.

BE CONCERNED if your child suddenly becomes withdrawn, has trouble in school, or balks at attending certain classes, church meetings or out-of-school activities. Keep the lines of communication open. Silence could mean that some form of molestation or attempted abduction has already occurred.

IN APPRECIATION

To Ralston Purina Company's Breakfast Foods Division for volunteering people, time and funding for the printing and distribution of this brochure.

To Av Westin, Vice President, ABC News, and Executive Producer of 20/20, for his willingness to make millions of parents aware of this brochure through national television.

To the Lilly Endowment and Ralston Purina Company for providing the foundation corporate seed money for research and development of the Child Victim Computerized Network.

All these people will help make this world a safer place for children.

For additional copies of *Child Lures: A Guide to Prevention/Abduction*, write to

CHILD LURES
Ralston Purina Company
Breakfast Foods Division
Checkerboard Square
St. Louis, MO 63164

Please include your mailing address and $1.00 per copy. Funds remaining after meeting the costs of the booklet will be used to help find missing children. Proceeds will go toward financing the National Computerized Child Victim Network now being implemented by the National Coalition for Children's Justice.

Kentucky Task Force on Exploited and Missing Children

Office of the County Judge/Executive
County Courthouse
Louisville, Kentucky 40202
(502)581-6161

February 1, 1984

Dear Concerned Citizen:

This letter brings extremely good news.

House Speaker Bobby Richardson has introduced House Bill 486 along with 49 co-sponsors in the House of Representatives. H.B. 486 contains all of the legislative recommendations of the Kentucky Task Force on Exploited and Missing Children.

We are asking you to do three things to help get this legislation passed.

1. Write House Speaker Richardson thanking him for his sponsorship, for without his cooperation this would not have happened.

2. Write your state representative asking support for H.B. 486.

3. Write your state senator and urge support for H.B. 486.

With the eight pieces of legislation packaged and introduced as one bill we have scored a great victory but this is not the end of the struggle. It is the first step. Now we must secure passage and we need your help.

We will continue to keep you posted on events relating to H.B. 486.

Thank you for your continued interest in and support of Kentucky's children.

Sincerely,

Mitch McConnell, Chairman
Kentucky Task Force on Exploited and Missing Children

MM:EFPJ/dkc

Enclosure

P.S. Write your letters today!

Summary of House Bill 486 Detailing Programs and Statutory Changes

-- A new "Child Victims' Trust Fund" to finance local prevention programs which educate children about the dangers of sexual abuse and about the lures of exploitation and which encourage parents and school administrators to teach children about "body safety" rules and techniques to be funded through a state income tax return check-off of $2, $4 in the case of joint returns;

-- Clear authority that youth serving agencies have the right to request criminal record checks on all persons who apply for employment or volunteer for positions in which they have supervisory or disciplinary authority over children;

-- A new state clearinghouse, called the "Kentucky Missing Child Information Center", which will receive reports on missing children from local police agencies who will be required to accept, investigate and relay to the new state clearinghouse all reports of missing children;

-- A statutory clarification that innocent child victims of criminal acts may now claim compensation from the Kentucky Crime Victims' Compensation Board for psychological as well as physical bodily injuries;

-- Statutory authority to permit out-of-court or pretrial videotaped testimony of children under 12 years of age to be used as evidence in sexual abuse cases;

-- Upgrading the offense of parental interference with custody to Class D felony status from misdemeanor status, thus bringing Kentucky into line with the majority of other states;

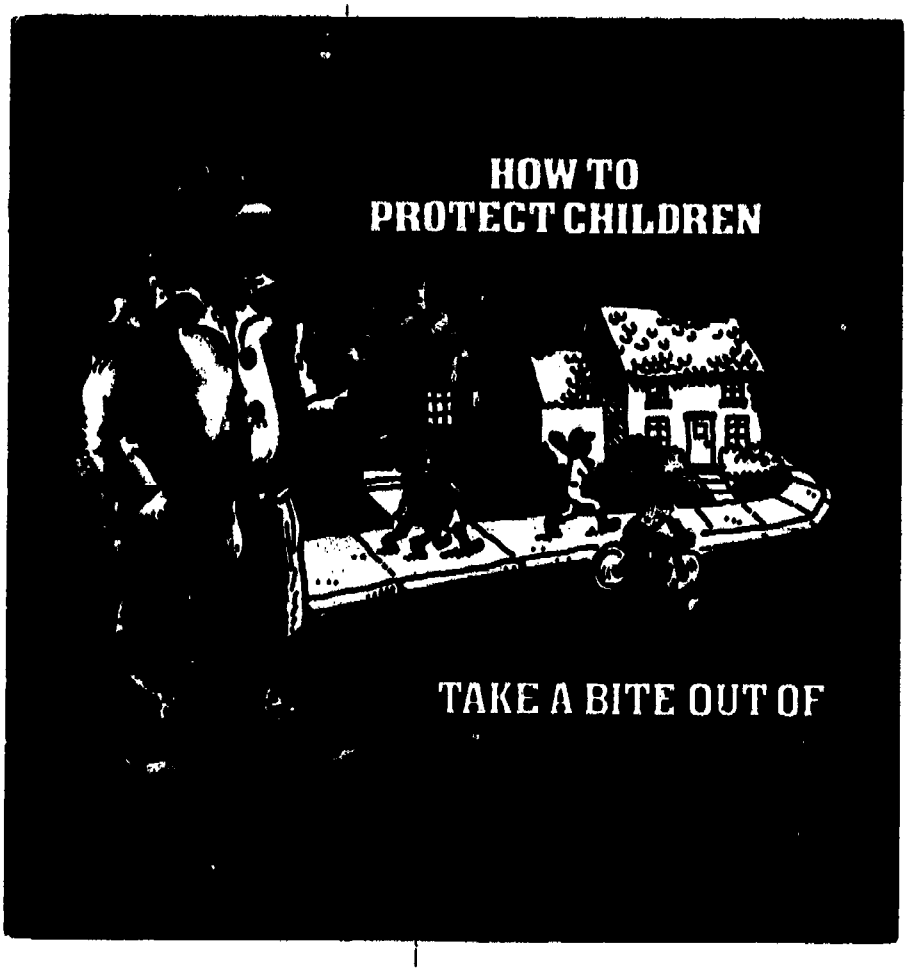
-- Upgrading the offense of unlawful transaction with a minor (where a person knowingly induces, assists or causes a child to engage in a legal sexual activity) to Class D felony status from misdemeanor status; and

-- Establishment of certain sexual offenses against children as offenses where probation cannot be suspended.

Mailing Addresses:

State Senator _____
Kentucky General Assembly
Frankfort, Kentucky 40601

Representative _____
Kentucky General Assembly
Frankfort, Kentucky 40601


HOW TO
PROTECT CHILDREN
TAKE A BITE OUT OF

©1954 The Advertising Council, Inc.

KIDS!

They bring us such joy. But caring for children also brings big responsibilities, and big worries. I know—I've got a few pups of my own.

Teachers, law enforcement officers, and others who have some responsibility for the well-being of young children share parents' concerns.

Most kids pass through childhood without ever experiencing physical harm. But too many of our kids are frightened or hurt by crime every year. Their property may be stolen or their lunch money taken. All children are vulnerable.

But all children can be taught how to avoid trouble, how to spot trouble, and what to do if trouble happens to them. Not enough kids know these things.

Safety and crime prevention should be a family effort. It's your job to teach kids how to be safe. It's my job to show you how. My book will get you started. And you'll be helping me to...

TAKE A BITE OUT OF CRIME®

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402

1

TEACHING CHILDREN SAFETY RULES

Talking to children about certain dangers to their personal safety makes many adults uneasy. It's difficult and painful to acknowledge that there are people around who want to harm children. And some safety rules you'll teach your children may seem to contradict other values, like being polite and obeying adults.

Children have a right to know about potential threats to their safety, and what to do if they find themselves in trouble. Some basic knowledge will increase their confidence and self-reliance. And you'll feel better knowing that they know how to cope when you're not around. And more and more kids today spend time at home and at play alone while their parents are at work.

©1984 The Advertising Council, Inc

"Rule Number One for any adult caring for very young children: Never leave them alone at home, in a car, or in any public area. Not even for a minute!"

It is very important, when teaching children personal safety and caution, that they don't become overly frightened. So, never present too much information at once; young children can't absorb a lot at one time. Children should know, of course, that the reason for learning and following safety rules is because they're loved. Rules should not be seen as arbitrary and adults should take care to be consistent with the rules they teach, and practice what they preach.

TEACHING CHILDREN HOW TO SPOT TROUBLE: BE ALERT FOR STRANGERS

Friendly strangers can be dangerous strangers. Strangers who offer treats to children may be offering threats instead.

Teach young children what a stranger is: anyone they do not know well.

Even if children know how to avoid trouble, sometimes trouble—in the form of dangerous strangers—may find them. Children will encounter strangers when you're not around. Most strangers are well-meaning and not to be feared. But because children are trusting and vulnerable, they can fall for offers by adults who seem kind, but are not. So, make sure your children learn and follow these basic rules when you're not around:

- Never accept rides, candy, gifts, money, or medicine from a stranger.
- Never get close to a car if a stranger calls out to you for directions or anything else. It is easy for a stranger to pull you into a car.
- Never give your name or address to a stranger.
- Never open the door to anyone you don't know.
- Never tell callers that you're home alone. Say mom or dad can't come to the phone, and will call back.
- Never volunteer family vacation plans or other information about your home.
- Always avoid strangers who are hanging around restrooms or the playground and want to play with you or your friends.

3

"Lots of kids wear clothing or carry belongings which bear their names. Parents, remind your kids that people who call to them by name may still be strangers, and 'stranger rules' apply."

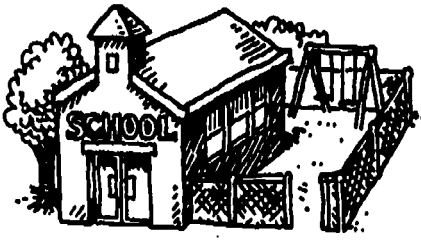
©1984 The Advertising Council, Inc

4

What about the persistent stranger? Here's what the experts say you should teach your kids:

- If a stranger in a car bothers you, turn and run in the opposite direction. It's not easy for a car to change direction suddenly.
- When frightened, run to the nearest person you can find—a police officer, a person working in a yard, or a neighborhood house or store. While you should always stay away from strangers who approach you, it's O.K. for you to ask an adult you do not know for help.
- If a stranger tries to follow you on foot or tries to grab you, run away, scream and make lots of noise. The last thing a dangerous stranger wants is a lot of attention.

Kids spend a good part of their lives at school—in the classroom and on the playground. Strangers who want to hurt children know this too. Find out what the school's policy is for children leaving school with adults other than the parent or guardian. Also find out what school security measures exist to insure students' safety. Get together with other parents if you find these measures lacking or weak, and work together with school officials and local law enforcement to beef up school security. You won't be sorry!

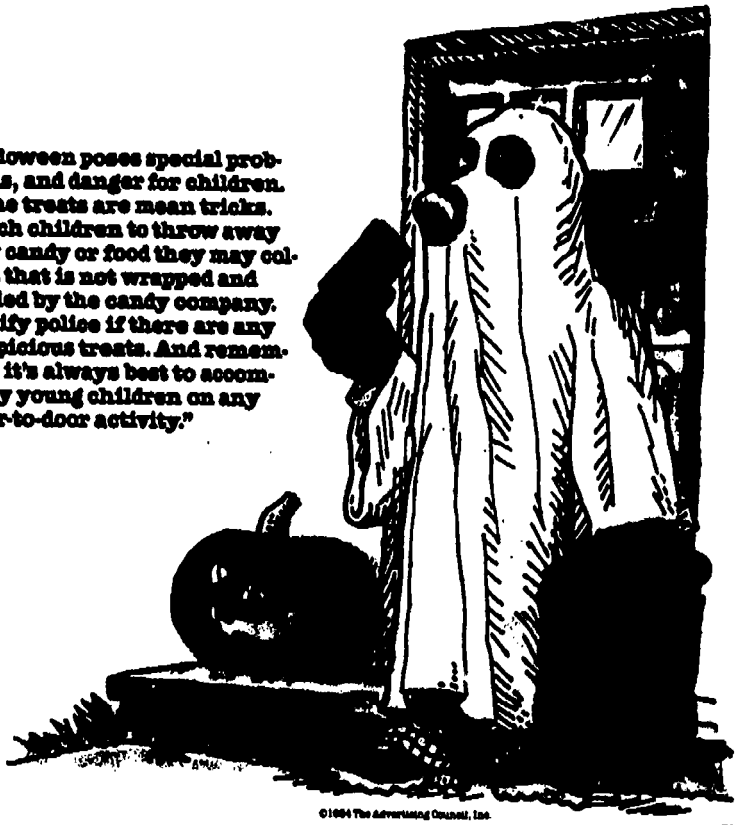


"PLAY IT SAFE"— TEACHING CHILDREN HOW TO AVOID TROUBLE

It is normal and natural that children will spend time playing or traveling out of the sight of trusted and caring adults. The best way to keep trouble away from kids is to teach them to avoid areas and situations where trouble might lurk. Here are some basic "play it safe" rules for children:

- Never play in deserted areas such as the woods, a parking lot, an alley, deserted buildings, or new construction.
- Always stick to the same safe route in traveling to and from school or a friend's house.
- Always try to play or walk with friends. It's safer, and more fun!
- Never play or loiter in such public areas as washrooms or elevators.
- Try to wait with a friend for public transportation. Try to sit or stand near the driver on the bus.
- Always keep doors and windows locked when home alone.
- Never display money in public. Carry money only if necessary and keep it in a pocket until needed.
- Never hitchhike. Never!
- Never walk or play alone outside at night.
- Always tell a family member or other adult in charge where you'll be at all times, and what time you'll be home.

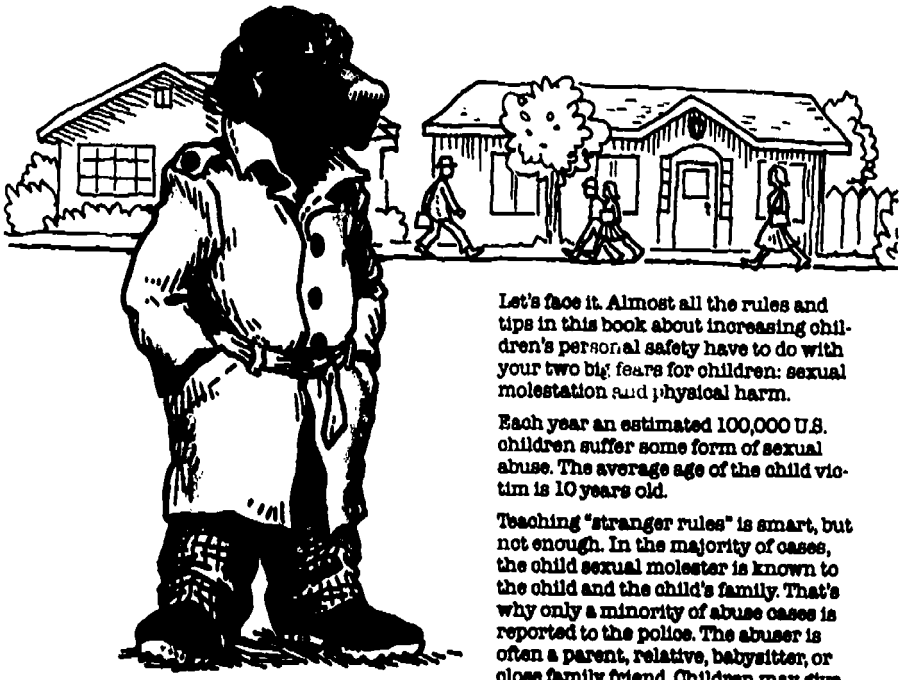
"Halloween poses special problems, and danger for children. Some treats are mean tricks. Teach children to throw away any candy or food they may collect that is not wrapped and sealed by the candy company. Notify police if there are any suspicious treats. And remember, it's always best to accompany young children on any door-to-door activity."



©1984 The Advertising Council, Inc.

7

CHILD MOLESTATION AND ABUSE

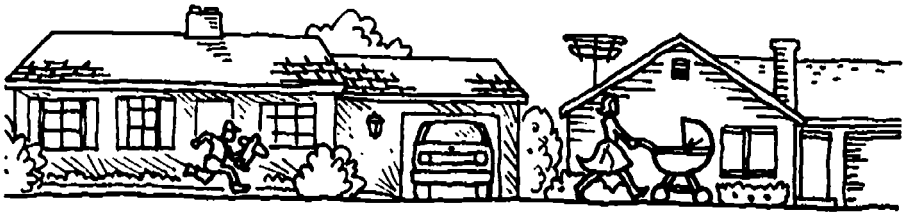


Let's face it. Almost all the rules and tips in this book about increasing children's personal safety have to do with your two big fears for children: sexual molestation and physical harm.

Each year an estimated 100,000 U.S. children suffer some form of sexual abuse. The average age of the child victim is 10 years old.

Teaching "stranger rules" is smart, but not enough. In the majority of cases, the child sexual molester is known to the child and the child's family. That's why only a minority of abuse cases is reported to the police. The abuser is often a parent, relative, babysitter, or close family friend. Children may give in to adults' sexual advances because they fear losing their love, or fear their punishment. Therefore, they are espe-

©1984 The Advertising Council, Inc



cially vulnerable to sexual abuse by someone they know, like people who care for them regularly. Children are trusting and defenseless. Make sure you check carefully the references of baby-sitters, day-care centers, and recreation leaders.

A child may not recognize sexual abuse when it happens, or even know it's wrong, especially if the abuser is someone the child knows. Children must learn what appropriate "touching" is. Discuss it with your child. Many children instinctively know what "proper distance" should be kept between them and other persons. Sometimes a child may be uncertain about the intentions of another person. In this situation, children should know it's O.K. to respond in a way that makes them feel safe and more comfortable. Children usually know that genuine and gentle affection is different from someone who tries to touch their genitals or fondle them in any way that makes them feel unsafe. They should pull away immediately if someone suggests such actions, even if they're offered a present as a bribe.

How To Respond

Children often make up stories, but they rarely lie about being victims of sexual assault. If a child tells you about being touched or assaulted, take it seriously. Your response is very important and will influence how the child will react and recover from the abuse.

Stay calm. In a reassuring tone, find out as much as you can about the incident. Explain to your child that you

are concerned about what happened. Don't be angry. Many children feel guilty, as if they had provoked the assault. Children need to be reassured that they are not to blame, and that they are right to tell you what happened.

A child may need to be taken immediately to a doctor or an emergency room. Sometimes the child may need to be treated for V.D. and checked for pregnancy.

Law enforcement, special hot-lines, or a child welfare agency should be contacted right away.

Sometimes, a child may be too frightened or confused to talk directly about the abuse. Be alert for any change in behavior that might hint that the child has suffered a disturbing experience:

- Is the child suddenly more withdrawn than usual, refusing to go to school or afraid to be alone?
- Is the child having trouble sleeping, waking up with nightmares, or wetting the bed?
- Is the child complaining of irritation of the genital areas?
- Are there signs of increased anxiety or immature behavior?
- Does the child show a marked change in behavior toward a relative, neighbor, or babysitter?

Other Child Abuse

Including sexual abuse, an estimated one million child abuse incidents are reported every year. Other forms of child abuse include physical violence, emotional cruelty and deprivation, and physical neglect. Each year, an estimated 2,000 to 5,000 children die from child abuse.

Child abusers are persons usually known to the child. This means most cases aren't reported to authorities, and children continue to suffer because abusers are repeat offenders.

Child abuse is dangerous and against the law. Many abused children will grow up and victimize their families, and others, later in life. It is your duty as a citizen to report suspected cases of child abuse by contacting a special hot-line, the police, or child welfare agency immediately. The children need help and treatment as soon as possible.

39-879 O - 85 - 11

11

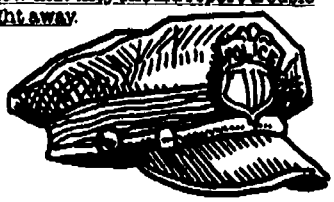
TEACHING CHILDREN HOW TO RESPOND

How children respond to trouble will depend upon their age and the particular circumstances they encounter.

More important, however, is whether a child knows what to do and where to go when feeling threatened.

While it is important for a child to know how to avoid and spot danger, it is also critical that a child knows how to respond quickly and wisely when confronted with trouble. Children should understand that there are many people they can depend on and should turn to when they feel unsafe.

Teach children that the police are friends whose job is to protect them. If a police officer can't be located easily, a child should also know to run to or seek out a trusted teacher, a neighbor, or a friend's parent when frightened or feeling endangered. Children should know that they should report trouble right away.



Teach children how to operate the telephone to call for emergency assistance.

- They should know how to dial "O," "911," or other emergency numbers used in your area.
- They should memorize their area code and phone number, and maybe a friend's number as well.
- They should memorize your work number.

Keep a list of emergency phone numbers—like the fire department and a close relative's or friend's—posted near all the phones in your house

©1984 The Advertising Council, Inc.

"The police and the phone company have teamed up in Butler, New Jersey. They're teaching elementary school children how to use the telephone in an emergency situation. Parents and teachers gave this project their ringing endorsement!"

Walk the neighborhood and the route traveled to and from school with your child. Point out places to go when in trouble—like homes or certain stores—and unsafe areas to avoid.

Children can be prepared to respond to trouble through role-playing. Make up situations and rehearse responses to increase the child's ability to act rationally and calmly.

No one likes to think about all the possible threats to a child's personal safety and well-being. But a safe child is one who knows what to do when trouble happens.

"A child's best response to trouble is using common sense. Like knowing when to stick up for his or her rights, and when not to. Small children should not fight back when outnumbered by bigger youths who want to take their bike, radio, or other possession. In this situation, a child should give in and then run to an adult, or older brother or sister, and report the incident right away."

SAFE COMMUNITIES: SAFE CHILDREN

To increase the safety of your children, increase the safety of your neighborhood. Keeping your neighborhood safe is the responsibility of concerned adults working together to prevent crime.

Start with your local law enforcement agencies. They can tell you what special crime problems your community may have and what you can do about them. They can also tell you about other crime prevention child safety programs already operating that you can join, like:

Safe Homes
The "Helping Hand," "Block Parent," or "McGruff Safe Home" program is a good idea. If you don't have one already, start one. Here's what it's about.

Neighborhood parents, grandparents, or other adults are recruited to volunteer their homes to serve as temporary shelters for frightened or lost children. Volunteers can be trained to aid and comfort children. A special sign posted in the window of their homes tells children this is a place to go when they are confronted with a serious problem. Local law enforcement can help in setting up a sound and effective program.

After School Programs
Millions of children are home alone after school while parents work. Think about starting an after school program—at school, in church or in one of your community centers.

"I'm helping folks across Oregon with their Block Home program. They've got over 10,000 homes participating, and many kidnappings have been prevented."

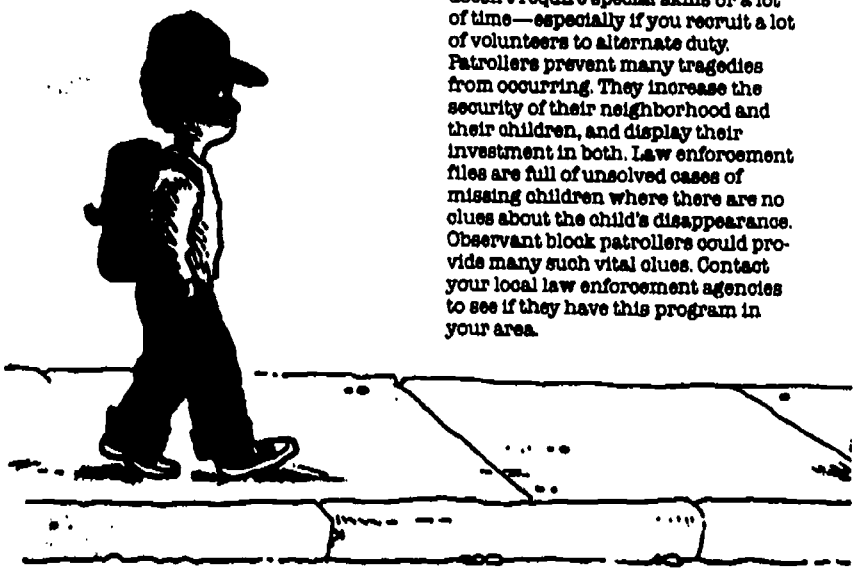
Crime Prevention Curriculum

More and more schools are adding personal safety instruction and crime prevention to their school agenda. Teaching children how to play it safe and what to do when they're threatened can and should be taught in all grades. The more often they hear that they can keep from being hurt, the less fearful they'll be. Children benefit from such instruction in the school and can learn a lot from exchanging ideas and experiences with their classmates. Kids can also learn ways to protect their property, skills to help them cope at home alone, and rules of good citizenship. Many of these classes are taught by the local police or sheriffs who bring along special puppets, coloring books, posters, and other teaching aids to reinforce their invaluable lessons. This way kids get to know personally the authorities who are there to protect them. Schools can help teachers get training in crime prevention techniques for children. Older kids are good teachers too! Discuss these ideas with the P.T.A., school board, and local law enforcement authorities. Crime prevention can also be a part of your child's organized extracurricular activities. Crime prevention clubs are a good way for kids to be a part of their community's crime prevention program.

"Schools and law enforcement agencies all across the country are joining forces to bring crime prevention and personal safety instruction to young children. Often, they call upon me to help. I've met and talked to hundreds of thousands of young people and given them tips and materials to help them learn their crime fighting lessons."

Block Patrol

Organized patrols are another way of increasing child safety in the neighborhood. Parents, grandparents, and other concerned adults volunteer to be observers and reporters as they patrol the neighborhood during the hours children travel to and from school. Patrollers keep an eye out for trouble, record descriptions of strangers and their cars, observe potential traffic and other hazards, and report all suspicious activity to the police or sheriff, and their neighbors. Being a block patroller doesn't require special skills or a lot of time—especially if you recruit a lot of volunteers to alternate duty. Patrollers prevent many tragedies from occurring. They increase the security of their neighborhood and their children, and display their investment in both. Law enforcement files are full of unsolved cases of missing children where there are no clues about the child's disappearance. Observant block patrollers could provide many such vital clues. Contact your local law enforcement agencies to see if they have this program in your area.



©1984 The Advertising Council, Inc.

17

Parent Alerts

Sometimes a kid who hasn't arrived at school isn't home sick or playing hooky. If something happens to a child on the way to school, parents often don't know until later in the day. Precious hours are lost to law enforcement investigators when crimes are reported to them several hours after they occur. Many schools have organized volunteer parents and senior citizens who call the parents of absent students to check that the children are somewhere safe.

Lots of concerned parents are getting their children fingerprinted. Remember, fingerprints must always be retained by the parents or guardians, never by third parties. Fingerprinting will not prevent the tragedy of child abduction or disappearance. It may help law enforcement authorities identify children unable to identify themselves.

"A safe home and a safe neighborhood increase children's—and everyone's—safety. Kids imitate the actions of the adults around them. So get going on crime prevention—make your home secure, mark your valuables with an I.D. number, get the schools involved in crime prevention, and work together with others in programs like Neighborhood Watch. And always report crime or suspicious activity to law enforcement right away."

TAKE A BITE OUT OF CRIME®

19

FOR MORE INFORMATION

Your local law enforcement agency is a good place to start for more information. Law enforcement agencies can tell you what programs are already in place in your area, and help you get started in crime prevention. They can tell you which local civic organizations, scouting groups, human service agencies, and schools are involved in crime prevention and child protection.

Find out if your state has a crime prevention organization. If so, write and ask for information and assistance on crime prevention activities. Also contact national Coalition members or their local chapters, listed on the back page.

The organizations listed here can provide you with specific information on child protection, child abuse and missing children:

National Center on Child Abuse and Neglect
Children's Bureau/Administration for Children, Youth and Families
U.S. Department of Health and Human Services
P.O. Box 1182
Washington, D.C. 20013

Parents Anonymous
Toll free number: 800/421-0353
In California: 800/352-0386

National Committee for the Prevention of Child Abuse
Box 2866
Chicago, Illinois 60690

Child Find, Inc.
P.O. Box 277
New Paltz, New York 12561
800/431-5005

The American Bar Association
National Legal Resource Center for Child Advocacy and Protection
1800 M Street, N.W.
Washington, D.C. 20036

National Center on Missing and Exploited Children
P.O. Box 50160
Washington, D.C. 20004

This booklet has been prepared by the Office of Justice Assistance, Research, and Statistics for the Crime Prevention Coalition. It is part of an overall public service campaign conducted in the public interest by the Advertising Council, Inc. in cooperation with the Office of Justice Assistance, Research, and Statistics; the National Crime Prevention Council; and the Crime Prevention Coalition. Consultant support was provided by Ellen Goldstein, National Crime Prevention Council (83-0601-J-OJARS). Special appreciation is acknowledged for the voluntary services contributed to the campaign by the Dancer Fitzgerald Sample, Inc., advertising agency, and by Robert A. Marchese, Director of Advertising — Corporate Communications, Aetna Life and Casualty, campaign coordinator.

THE CRIME PREVENTION COALITION

National Groups

The Advertising Council, Inc
The American Federation of Labor and Congress of Industrial Organizations (AFL-CIO)
American Association of Retired Persons
American Society of Industrial Security
Association of American Railroads
Boy Scouts of America
Bureau of Justice Statistics, U S Department of Justice
Crime Stoppers--International, Inc
Federal Bureau of Investigation, U S Department of Justice
General Federation of Women's Clubs
General Service Administration
Institute of Criminal Justice Studies
Insurance Information Institute
International Society of Crime Prevention Practitioners
International Union of Police Associations
National Association for the Advancement of Colored People
National Association of Attorneys General
National Association of Counties
National Association of Criminal Justice Planners
National Association of Social Workers
National Association of State Directors of Law Enforcement Training
National Association of Town Watch
National Conference of Christians and Jews
National Congress of Parents and Teachers
National Council on Crime and Delinquency
National Council of La Raza
National Council of Senior Citizens
National Crime Prevention Council
National Crime Prevention Institute
National Criminal Justice Association
National District Attorneys Association
National Education Association
National Exchange Club
National Governors Association
National Institute of Justice, U S Department of Justice
National League of Cities
National Organization of Black Law Enforcement Executives
National Organization for Victim Assistance
National Retail Merchants Association
National Rural Crime Prevention Center
National Sheriffs Association
National Urban League
Neighborhoods, USA
Office of Justice Assistance, Research and Statistics, U S Department of Justice
Office of Juvenile Justice and Delinquency Prevention, U S Department of Justice
Optimist International
Police Executive Research Forum
Service Corps of Retired Executives
U S Conference of Mayors
U S Department of Air Force
U S Department of Army
U S Department of Housing and Urban Development
U S Department of Navy
U S Department of Treasury
U S Jaycees
U S Marine Corps
U S Park Police
U S Postal Inspection Service

State Members

State of Arizona, Department of Public Safety
California Crime Prevention Center
Colorado Crime Prevention Association
Colorado Division of Criminal Justice, Department of Local Affairs
Connecticut Law Enforcement Crime Prevention Association
Idaho Crime Prevention Association
Idaho Crime Prevention Office, Department of Law Enforcement
Illinois Attorney General's Crime Prevention Council
Iowa Crime Prevention Center, Department of Public Safety
Louisiana Crime Prevention Association
Maryland Crime Prevention Association
Maryland Crime Watch, Maryland Criminal Justice Coordinating Council
Michigan Office of Criminal Justice
Nebraska Commission on Law Enforcement and Criminal Justice
New Jersey Crime Prevention Officers Association
State of New York, Office of Crime Prevention
State of North Carolina, Department of Crime Control and Crime Prevention Office
Ohio Division of Crime Prevention, Department of Economic and Community Development
Ohio Crime Prevention Association
Crime Prevention Association of Oregon
Oregon Crime Watch, Oregon Police Standards and Training
Pennsylvania Crime Prevention Officers Association
Pennsylvania Crime Watch, Commission on Crime and Delinquency
South Carolina Governor's Crime Watch Program
Texas Crime Prevention Association
Utah Crime Prevention Council
Virgin Islands Law Enforcement Planning Commission, Crime Prevention Project
Virginia Crime Prevention Association
Commonwealth of Virginia, Department of Criminal Justice Services
Washington Crime Watch, Office of Attorney General
Wisconsin Council on Criminal Justice

Office of Justice Assistance, Research, and Statistics
U.S. Department of Justice
Washington, D.C. 20531

Find The Children

A NON-PROFIT [illegible]

WHAT CAN YOU DO TO PROTECT YOUR CHILDREN?

Teach Them...

1. Their full name, address and phone number.
2. How to make a long distance call (dialing "O" for operator).
3. That a stranger is someone they and you don't know very well.
4. To never go near a car with someone in it; never get into a car without your permission.
5. To never admit to anyone over the phone they are home alone.
6. To never answer the door when home alone. Call a neighbor or the police if someone tries to get into the house.
7. To never go into anyone's home without your permission.
8. That no one has the right to touch them or make them feel uncomfortable. They have the right to say "no."
9. To tell you when any adult asks them to keep a "secret."
10. To tell you if someone offers them gifts or money, or wants to take their picture.

As A Parent, You Should...

1. Know your child's friends.
2. Never leave your child unattended; never le[illegible] your child alone in the car.
3. Be involved in your child's activities.
4. Listen when your child tells you he does not want to be with someone; there may be a reason why.
5. Make clear to your child whose home or car he may enter.
6. Notice when someone shows your child a great deal of attention, and find out why.
7. Be sensitive to any changes in your child's behavior or attitudes. Encourage open communication. Never belittle any fear or concern your child may express to you.
8. Have your child's fingerprints taken; know where to locate dental records.
9. Take a photograph of your child each year (four times per year for children under age two).
10. Have a set plan with your child in case of an emergency.

California Office: 11611 W. Olympic Blvd., Los Angeles, CA 90064 • (213) 473-[illegible]
New York Office: P.O. Box 465, Pound Ridge, NY 10576 • (914) 764-4046

AMERICA'S MISSING CHILDREN

*Each year in this country 1.8 million children are reported missing.

Approximately 1 million of these children are runaways or "throwaways."

At least one hundred thousand children are the victims of parental kidnappings.

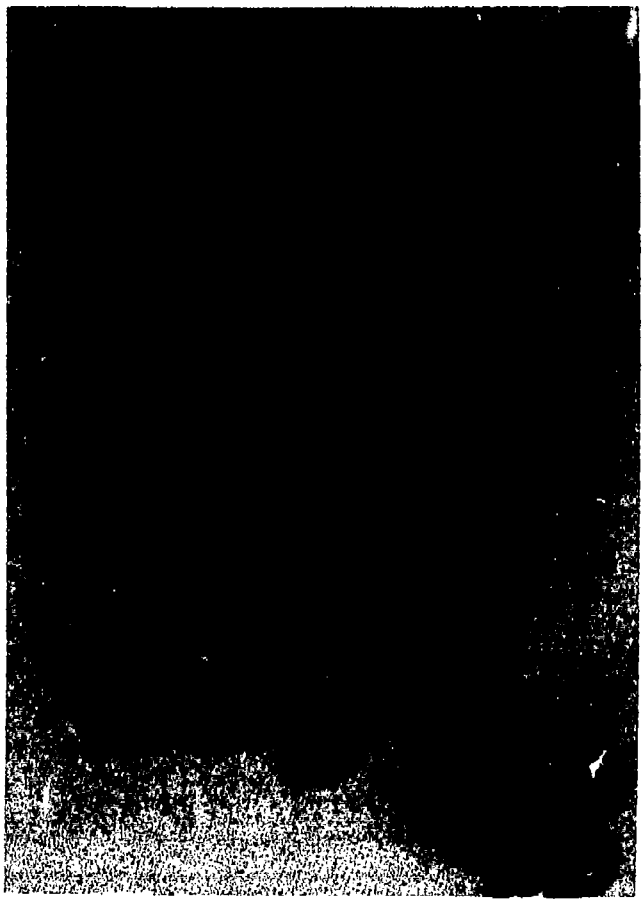
Twenty to fifty thousand children disappear each year and their cases remain unsolved for at least a year. Included in this group are the victims of stranger abductions, murder and abuse victims, children taken to be raised by unknown individuals and some runaways.

In the month of July, 1983 in the State of Florida alone, more than three hundred children were reported as missing. At least twelve of these children were under the age of ten.

*Each year in this country at least three thousand individuals are buried unidentified in John or Jane Doe graves. Hundreds of these unfortunates are children.

The Missing Children Act established two national clearinghouses of information. One computer bank stores the names, physical characteristics, dates of birth, and circumstances of disappearance for cases of missing children. The Act allows parents to enter the data concerning their child's disappearance into the computer through the offices of the FBI if the local police fail to cooperate with the parents. The second clearinghouse collects and diseminates data concerning the remains of unidentified deceased individuals.

This information is from the Subcommittee on Investigation and General Oversight, United States Senate; Senator Paula Hawkins, Chairman



Find The Children

A NON-PROFIT ORGANIZATION

Before this hour is out 205 children will be reported missing.

4,932 each day.

*1.8 million each year.**

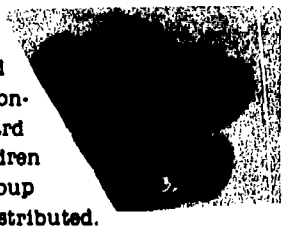
It's a national disgrace, a moral and social crisis. For the children who survive the experience—and many do not—it is often an unforgettable nightmare.

Children are vanishing every day and their parents are searching for them with virtually no assistance. There is no government agency set up to help missing children. Law enforcement agencies, social welfare agencies and juvenile authorities by necessity must place the problem at the bottom of their priority lists. There are isolated organizations trying to help in the search, but their efforts are frustrated by the magnitude of the problem and by the lack of money and of public awareness.

These missing children are the concern of Find The Children, a non-profit foundation whose purpose is to raise funds to be distributed to those regional and national organizations most directly engaged in the search for the 1.8 million children reported missing each year.

We have to be the voice for the children—children who are the lowest priority of any national issue. They do not vote. They do not pay taxes. They have no rights.

The objectives of Find The Children are as diverse as the problem itself. They include:



1. Distributing funds raised by the foundation to other non-profit organizations. The board of directors of Find The Children will carefully review each group prior to any monies being distributed.

2. Promotion of greater Federal involvement and State cooperation in recovering missing children.

3. Coordinating the production of public service announcements for local, regional and national non-profit search organizations.

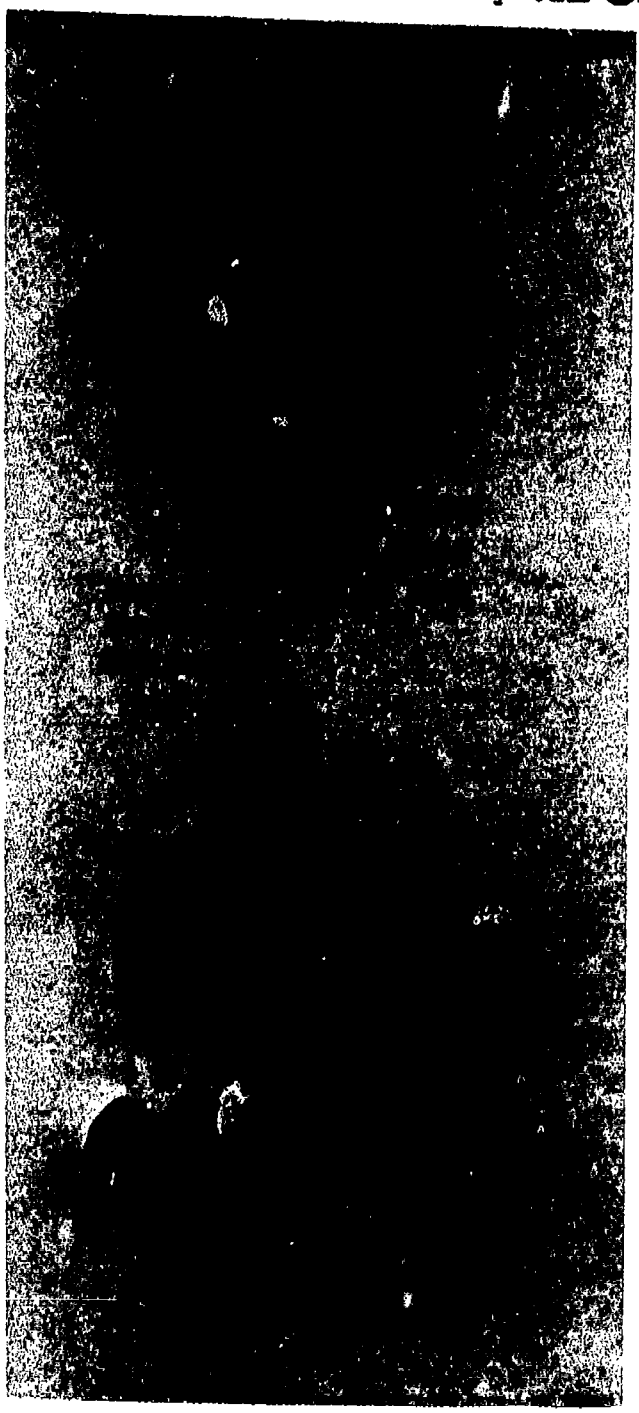
4. Lobbying of national and local media to broadcast and publish as a regular format pictures and descriptions of missing children.

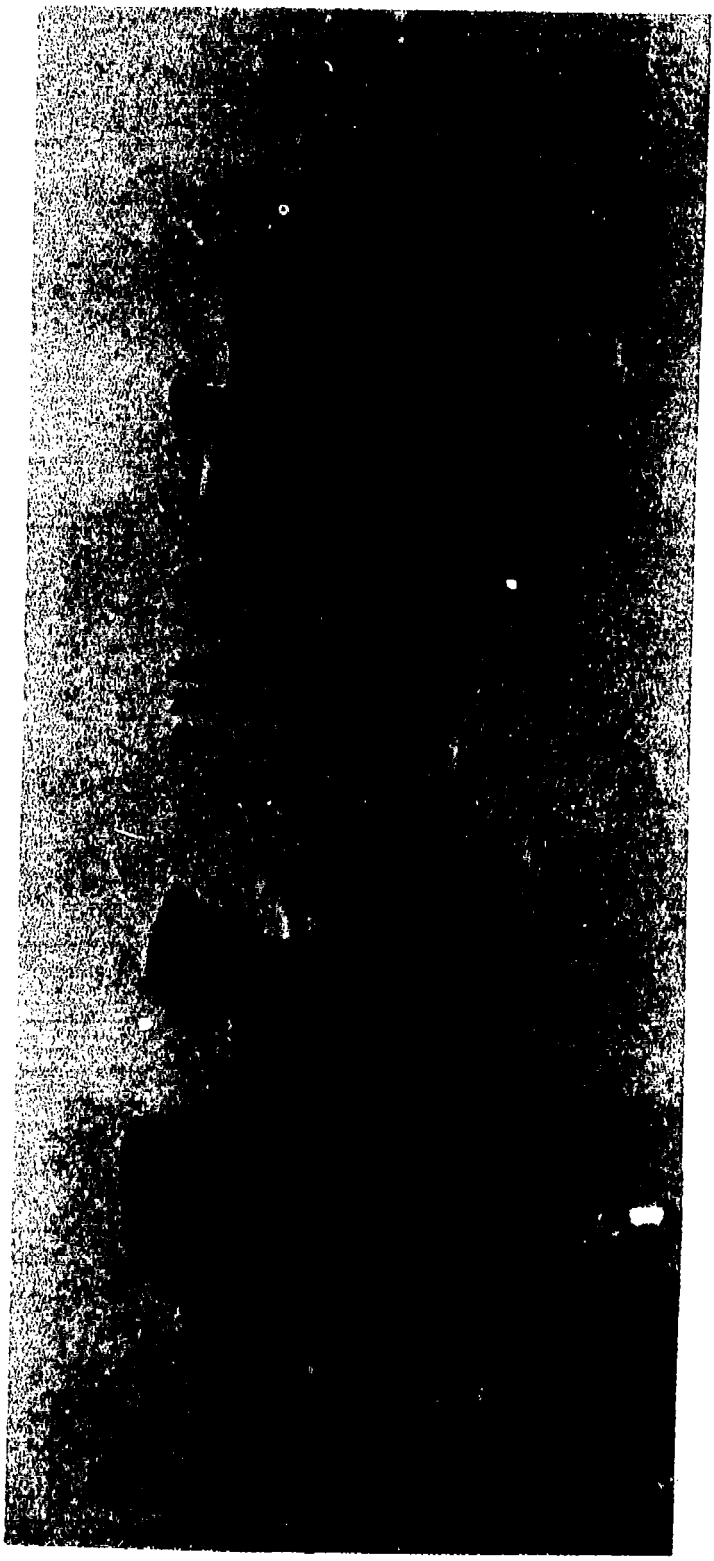
5. Establish a monetary reward system for information leading to the arrest and conviction in stranger-abducted cases.

**Based on statistics from the U.S. Department of Health and Human Services.*

39-879 O - 85 - 12

Some of our children...





Rules Of Protection

1. Teach your child your phone number, including the area code.

2. Have a set of your child's fingerprints taken by the police or other professionals and keep them at home.

3. Keep up-to-date photographs of your child on hand.

4. Make a mental note of what your child is wearing every day.

5. Teach your child his or her full address, including state.

6. Be sure your child knows what to do should you become separated from him or her.

7. Teach your child a password and to run away calling for help from any stranger who approaches them without giving the secret code word.

8. Teach your child that not all adults are good people.

9. Get dental records of your child as early as possible, and keep them up-to-date. If you move, be sure to take a copy with you.

10. Make sure your school phones you if your child is absent.

Find The Children

A NON-PROFIT ORGANIZATION

BOARD OF DIRECTORS OFFICERS:
Linda Otto - *President*
Alan Landsburg - *Chief Financial Officer*
Carol L. Fleisher - *Secretary*
Joan Barnett
Sari Steinberg

FIND THE CHILDREN ADVISORY BOARD:
Mayor Tom Bradley
William Claggett
Marvin Davis
Barry Diller
Louis Gossett, Jr.
Bud Grant
Senator Orrin Hatch
Senator Paula Hawkins
Alan Hirschfield
Jay Howell
Leo Kelmenson
Marvin Koslow
Gary Nardino
Mickey Rooney
Sid Sheinberg
Fran Tarkenton
Brandon Tartikoff
Senator Strom Thurmond
Daniel J. Travanti
Ernest M. Vanderweghe, M.D.
John and Reve Walsh
Henry Winkler

California Office:
11811 W. Olympic Blvd.,
Los Angeles, CA 90064

New York Office:
P.O. Box 453,
Pound Ridge, NY 10576

The work of Find The Children has just begun. We urgently need your financial support. More importantly, the hundreds of thousands of children still missing and an even greater number of grieving parents and relatives are in desperate need of your assistance.

Please help us Find The Children.

Yes, I will help Find The Children. Enclosed is my tax deductible check for $_____.

NAME _____

ADDRESS _____

CITY _____

STATE _____ **ZIP** _____

Mail to: Find The Children,
11811 W. Olympic Blvd., Los Angeles, CA 90064

Viewer's Guide

ADAM

April 30, 1984, 9 - 11 pm ET on the NBC Television Network

★ Before this two-hour television movie is over, more than 500 children will be reported missing in the United States
★ They will be among the more than two million American children who are reported missing each year
★ Of this number 1,850,000 are listed as runaways While many eventually return home, others are never heard from again by their parents.
★ 100,000 are kidnapped by divorced or separated parents.
★ 50,000 are abducted by strangers or simply wander off by themselves.

Six-year-old Adam Walsh was one of the last group. After his disappearance and murder in 1981, his parents, John and Reve Walsh of Hollywood, Florida, committed themselves to increasing public awareness of the missing children problem They lobbied for the Missing Children Act and worked to inform others about what can be done to help children and their parents. "Adam," a made-for-television movie, is their story

On April 30, 1984, this true life drama will be rebroadcast by the NBC Television Network. Originally presented in October 1983, "Adam" has already received several national honors, including a 1984 Christopher Award, a Youth In Film Award, a Golden Halo Award from the Southern California Motion Picture Council, and a Film Advisory Board tribute. The film is widely credited with raising national consciousness about missing children.

Daniel J Travanti stars as John Walsh, and JoBeth Williams is Reve Walsh. Michael Tuchner directs from a screenplay by Allan Leicht Linda Otto is the producer for Alan Landsburg Productions, Inc.

THE STORY

Six-year-old Adam Walsh is the pride and joy of his parents John and Reve of Hollywood, Florida. While shopping in a department store at a local mall, Reve lets Adam wait in the toy department while she looks at lamps three aisles away. When she returns minutes later, he is gone. After having Adam paged inside the store and outside on the mall, Reve calls the police. John rushes to her from his office.

Both parents insist that Adam would not wander off or go home alone. They supply a recent photograph and a description of their son to the authorities and the media. Posters are printed and widely distributed. John joins scores of volunteers searching the vicinity. Both parents appear on television to appeal for community help.

At the police station, the Walshes learn the difficulties of mounting a search for a missing child. Police in another jurisdiction reply that they cannot look for Adam because of their heavy caseloads. The F.B.I. will not get officially involved in the case unless they have proof of a kidnapping in the form of a ransom demand or evidence that the child has been taken out of state.

The Walshes fly to New York to issue a national television plea. Just before their appearance, they learn that the remains of a young boy have been found in a Florida canal. Dental records confirm that the murdered child is Adam. John and Reve are overwhelmed with grief.

Following Adam's funeral, the Walshes take a two-week retreat to upstate New York. John cannot contain his need for revenge and his feeling that he failed his helpless son. For Reve, her husband's distance is as difficult as the loss of Adam. She reminds John that they must support each other or they will have nothing left.

Returning home, the Walshes find their garage filled with 20,000 letters from sympathetic people and parents seeking advice. Reve believes they must help others by sharing what they have learned. She is soon busy answering calls at The Adam Walsh Outreach Center.

John goes to Washington to testify before Congress in support of a missing children act. He urges the establishment of a national centralized reporting and search system. On a national television program, he urges viewers to support the legislation, generating 40,000 letters and calls to Congress.

When a missing children bill passes the U.S. Senate, and a weaker bill passes the House of Representatives, John appears before the conference committee. In an impassioned speech, he reminds Congressional leaders that the nation's greatest resource is its children. Eventually a strong bill is sent to President Reagan. It is signed into law on October 12, 1982.

QUESTIONS & EXERCISES

1. If you are a parent, have you ever "lost" your child for a brief period of time? If you are a child, have you ever been lost? Describe your feelings at the time. What precautions did you take afterwards to prevent this from happening again?

2. When Adam disappears, John and Reve set in motion a series of steps to find him. Make a list of these steps. What other actions would you take to locate a missing child?

3. Do you have a recent close-up photograph of your child and a written record of his or her birthmarks, weight, hair and eye color? Do you have immediate access to your child's dental records? Do you have a set of your child's fingerprints on file? Can you describe what your child is wearing today? Does your child know your full address, including state, and telephone number, including area code? Does your child know how to contact the police? Does your child's school have a policy of notifying parents immediately if a child does not report to school?

4. The Hollywood police ask the Walshes what Adam might tell a kidnapper who asked, "What's your favorite place? Where would you like to go?" Do you know how your child would answer these questions? Choose a special code word and meeting place with your child to be used in an emergency.

5. Child Find, an agency which coordinates efforts to locate missing children, in materials about "Stranger Abduction Precautions" observes: "Most parents abhor the thought of having to warn children against other adults and the threat of molestation and/or abduction . . . But as long as we fail to do so, we are raising potential victims. Too many children in our country have died or suffered brutal assaults because they were not given the skills needed to defend themselves." What is the best way to warn children about strangers without unduly frightening them and making them terrified of any person on the street who talks to them? At what age do you think children should be told about dangerous strangers?

6. In retrospect, John Walsh wishes he had not taught Adam "to be a little gentleman." Why? Do you think children should be taught when to scream?

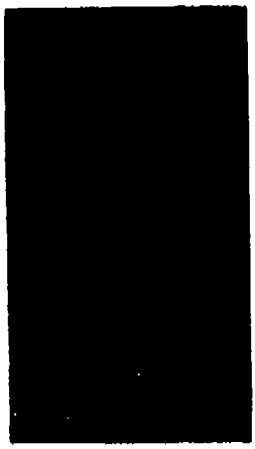
7. After a witness reports having seen a boy fitting Adam's description being forced into a van, John is enraged to learn that the F.B.I. "can locate your stolen truck but not your stolen child." The Missing Children Act of 1982 changed this situation by authorizing the F.B.I. to enter descriptions of missing children in the National Crime Information Computer, to set up an unidentified bodies file, and to allow parents access to the system.

A bill now pending in Congress, the Missing Children's Assistance Act, would provide funds for a national resource center on missing and exploited children. Supported by a toll-free hot line, the center would offer educational, prevention and training programs to parents, self-help organizations and law enforcement agencies. Do you support this legislation? What positions have your elected representatives taken on the Missing Children's Assistance Act?

8. Testifying at a Senate hearing, John asserts that American children "have no voice, no power, no platform, no lobby, no money and no vote." Some social commentators have observed that policies and programs often reflect the low priority American institutions assign to children's needs. Do you agree with this assessment? Name areas where the rights of children could be better served. What organizations in your community are working to give children better representation and to meet children's unique needs? What specific programs do organizations recommend for your community? Which do you support?

9. The Walshes make effective use of the media to search for Adam and to influence public opinion. How would you gain media attention to a cause?

10. John Walsh is still active today on behalf of missing children and their families. One of his chief concerns is the education of the law enforcement community about the seriousness of the problem. For example, 90% of local law enforcement agencies automatically list missing teenagers as runaways rather than as potential kidnap victims. Only 35% of police on a national basis use the F.B.I. National Crime Information Computer. How do your local law enforcement professionals view the problem of missing children? When a child is reported missing, do police immediately begin a search? What steps can your community take to prevent kidnappings and increase the likelihood of finding missing children?



"ADAM" HELPS FIND MISSING CHILDREN

"Adam," the television movie which dramatized the problem of missing children, has contributed to the solution of a number of kidnapping cases. After the October 10, 1983, broadcast of the two-hour drama, NBC ran a roll call of names and photographs of 55 missing children. More than 10,000 calls have been received by Child Find, Inc., whose toll-free number was given for those who might have information on the whereabouts of the children. Twelve of the children were later found and returned to their homes.

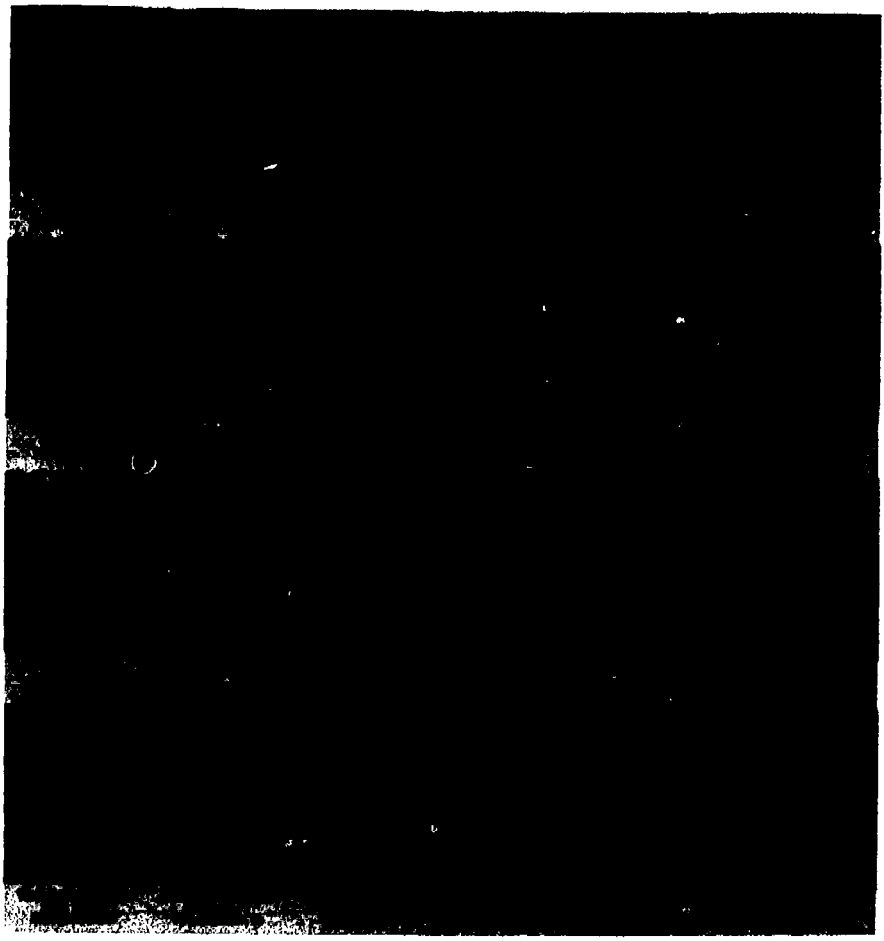
Another roll call of missing children has been compiled for use when "Adam" is rebroadcast by NBC on April 30, 1984. The attached poster contains photographs of children who are included. Schools, day care centers, law enforcement groups, and community organizations may want to display the poster as a reminder to those who may have information about the children.

These children appeared on the roll call at the conclusion of the television movie

ADAM

April 30, 1984, 9 - 11 pm ET on the NBC Television Network

If you think you have any information on the whereabouts of any of these children or any other missing children, or if you are a child who has been abducted, please call CHILD FIND, toll free (800) 431-5005 — in New York (914) 255-1848. All calls will be kept confidential. If you would like more information about the problem of missing children, call (914) 255-1848.



If you think you have any information on the whereabouts of any of these children or any other missing children, or if you are a child who has been abducted, please call CHILD FIND, toll free (800) 431-5005 — in New York (914) 255-1848. All calls will be kept confidential. If you would like more information about the problem of missing children, call (914) 255-1848.

ORGANIZATIONS

Many individuals and agencies offer information about the missing children problem. The following groups provide practical prevention strategies, referrals to local groups, and ideas on how viewers can become involved in support of missing children and their families

Adam Walsh Child Resource Center, 1876 N. University Drive, Fort Lauderdale, Florida 33322

Child Find, Inc., Box 277, New Paltz, New York 12561

Child Search 6 Beacon Street, Suite 600, Boston Massachusetts 02108.

Dee Schofield Awareness Program, Inc., 4416 Bay Court Avenue. Tampa, Florida 33611.

Find the Children, Inc. 11811 W. Olympic Boulevard, Los Angeles, California 90064.

Find-Me, Inc., P.O. Box 1612, LaGrange, Georgia 30241

RESOURCES FOR FURTHER EXPLORATION

Statistics on crises of missing children include runaways, children kidnapped by divorced or separated parents, and children who are abducted by strangers or wander off by themselves. Viewers who want to learn more about this subject are directed to the following resources which cover all three aspects of the missing children problem.

Stranger Abduction

Clinkscales, John D. *Kyle's Story: Friday Never Came: The Search for Missing People.* New York: Vantage, 1981.

Gutcheon, Beth. *Still Missing.* New York: Dell, 1982 (fiction).

Runaways

Ambrosino, Lillian. *Runaways.* Boston: Beacon Press, 1973

Brennan, Tim. *The Social Psychology of Runaways.* Lexington, Massachusetts: Lexington Books, 1978.

Harris, Marilyn. *The Runaway's Diary.* New York: Pocket Books, 1983 (fiction)

Kosof, Anna. *Runaways.* New York: Franklin Watts, 1977.

Miller, Debbie. *Runaway?* New York: Vantage, 1980.

Sorel, Julia. *Dawn: Portrait of a Teenage Runaway.* New York: Ballantine, 1971.

Parental Kidnapping

Abrahms, Sally. *Children in the Crossfire: The Tragedy of Parental Kidnaping.* New York: Atheneum, 1983.

Agopian, Michael W. *Parental Child-Stealing.* Lexington, Massachusetts: Lexington Books, 1981.

Gill, John Edward. *Stolen Children.* New York: Seaview Books, 1981.

Katz, Sanford N. *Child Snatching: The Legal Response to the Abduction of Children.* Chicago: American Bar Association Press, 1981.

Mazer, Norma Fox. *Taking Terri Mueller.* New York: Avon, 1981.

Olsen, Jack. *Have You Seen My Son?* New York: Atheneum, 1982 (fiction).

Strickland, Margeret. *Child-Snatched.* Moore Haven, New Jersey: Rainbow Books, 1979.

This Viewer's Guide was prepared by Cultural Information Service (CISterms, Inc.), a nonprofit organization and publisher of TV Viewers' Guides and other resources for lifelong learners. The development and distribution of this guide were made possible by NBC.

Copyright © 1984 by Cultural Information Service (CISterms, Inc.) This guide may be reproduced for educational uses. Reprints should include the above copyright notice and the statement Reprinted by permission. Additional copies of this Viewer's Guide, while supplies last, may be obtained from Cultural Information Service (P.O. Box 786, Madison Square Station, New York, New York 10159) or from your local NBC station

THIS VIEWER'S GUIDE BY CULTURAL INFORMATION SERVICE WAS MADE POSSIBLE BY NBC.

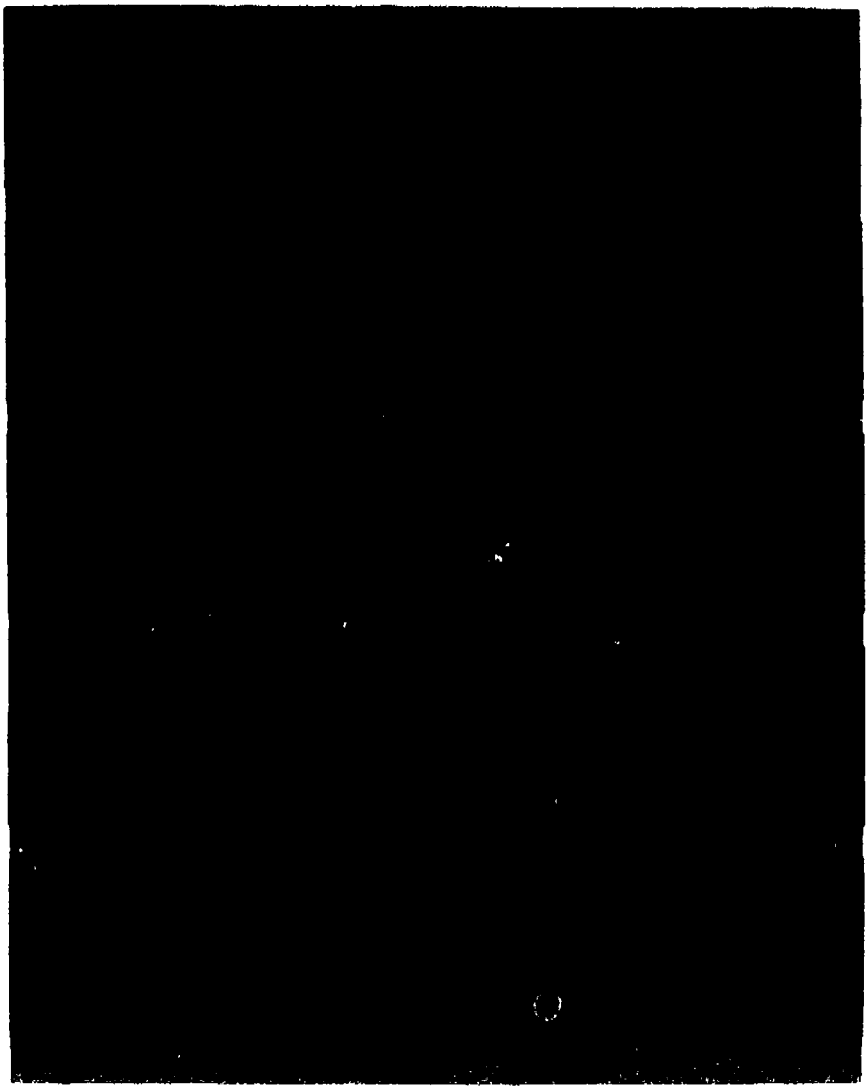
These children appeared on the roll call at the conclusion of the television movie

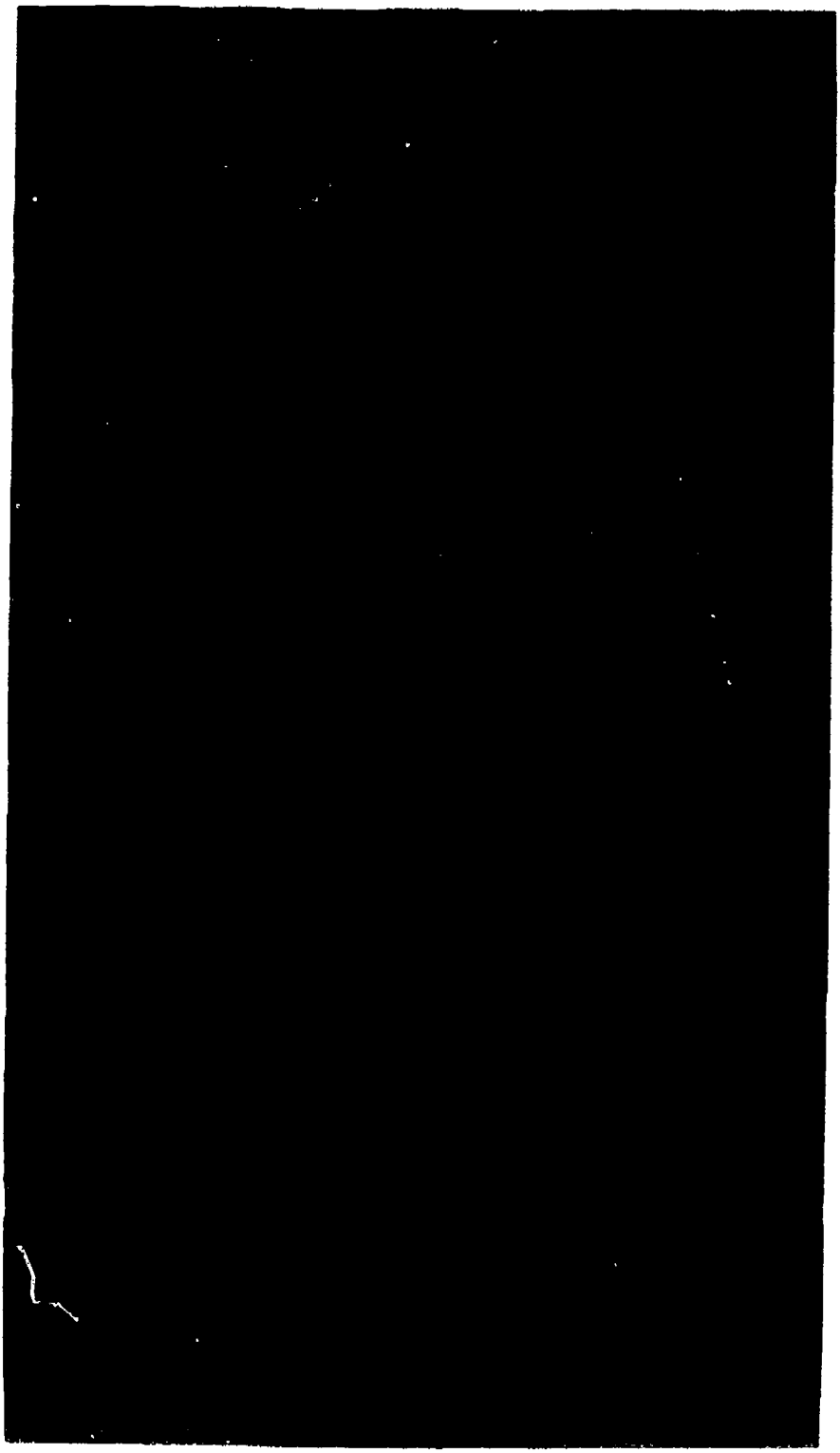
ADAM

Broadcast on NBC, October 10, 1983 9-11 p.m. N.Y.T.

If you think you have any information on the whereabouts of any of these children, or any other missing children, please call CHILD FIND, toll free (800) 431-5005 - in New York (914) 255-1848. All calls will be kept confidential.

Special thanks to NBC and Alan Landsburg Productions for making publication of this poster possible.





ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

William Gould, *Chairman*

James A. Sprowl, *Vice Chairman*

Allen H. Andrews, *Peoria Director of Public Safety*

Harry G. Comerford, *Chief Judge, Circuit Court of Cook County*

Richard M. Daley, *Cook County State's Attorney*

Richard E. Eagleton, *10th Circuit Court Judge*

Richard J. Elrod, *Cook County Sheriff*

Fred L. Foreman, *Lake County State's Attorney*

Neil F. Hartigan, *Illinois Attorney General*

Donald Hubert, *Attorney-at-Law*

Michael P. Lane, *Illinois Director of Corrections*

Thomas J. Moran, *Illinois Supreme Court Justice*

Fred Rice, *Chicago Police Superintendent*

James B. Zagel, *Illinois Director of Law Enforcement*

J. David Coldren, *Executive Director*

ILLINOIS DEPARTMENT OF LAW ENFORCEMENT

James B. Zagel, *Director*

Report to the Illinois General Assembly On Missing Young Adults

March 30, 1984

Prepared by:

ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

and

ILLINOIS DEPARTMENT OF LAW ENFORCEMENT

ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

120 South Riverside Plaza Chicago, Illinois 60606 (312) 793-8550

March 15, 1984

The Honorable Michael J. Madigan
Speaker of the House of Representatives
House of Representatives
316 Statehouse
Springfield, Illinois 62706

Dear Mr. Speaker:

Last June, the Illinois House of Representatives approved Resolution 348, requesting the Illinois Criminal Justice Information Authority and Department of Law Enforcement to prepare the attached joint Report to the Illinois General Assembly on Missing Young Adults.

This report is the culmination of months of truly joint effort and collaboration by many Federal, State, local and private organizations and agencies and concerned citizens in Illinois and throughout the country. Obviously, it could not have been prepared or completed without their conviction to identify and propose workable solutions for dealing with the sudden disappearance of a young adult.

While there are too many people involved in this project for us to thank individually, we want to express our appreciation to all those people who testified at the hearings, who assisted in our local and national search for data, and who provided additional information and spent a great deal of time expressing their concerns to us.

We especially want to thank those parents who had the special courage to share their personal pain with us in the hope of helping other families who may be faced with similar experiences.

As always, it has been an honor for the Authority and the Department of Law Enforcement to serve the General Assembly and the People of the State of Illinois.

Respectfully submitted,

William Gould
Chairman
Illinois Criminal Justice
Information Authority

James B. Zagel
Director of Law Enforcement

Attachment

cc: The Honorable James R. Thompson, Governor
John F. O'Brien, Clerk of the House

ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

~ RESOLUTION ~

#1(1984)

Report on Missing Young Adults

WHEREAS House Resolution 348 calls for the Illinois Criminal Justice Information Authority (Authority) and Department of Law Enforcement to report to the General Assembly before April 1, 1984, on the problem of young adults who fall victim to foul play; and

WHEREAS the Legislation and Regulations Committee (on behalf of the Authority and Department of Law Enforcement) has held three public hearings on the matter;

BE IT RESOLVED that the Illinois Criminal Justice Information Authority adopts the Report on Missing Young Adults attached hereto.

Be it **FURTHER RESOLVED** that the Executive Director is authorized to perfect the language of the Report adopted herein for punctuation, form, style, clarity, and consistency of language without altering the substance or intent adopted by the Authority.

Be it **FURTHER RESOLVED** that the Chairman is authorized to release the Report on Missing Young Adults, after conferring with the Director of Law Enforcement.

ADOPTED by the Illinois Criminal Justice Information Authority this 15th day of March, 1984, by a vote of 9-0.

William Gould

Chairman

(Introduced by Director James B. Zagel. Seconded by Director Allen H. Andrews, Jr. Passed by unanimous, roll call vote, 9-0.)

39-879 O - 85 - 13

INTRODUCTION

Nationwide interest in missing persons of all ages is increasing.

Recently, several tragic, highly-publicized abductions and murders of young people have raised nationwide interest in the plight of missing persons of all ages. Here in Illinois, the disappearances and deaths of several teenagers in separate incidents have sparked public concern--and calls to help prevent such tragedies from happening in the future.

The parents of some of these Illinois victims and the Illinois General Assembly have questioned the overall effectiveness of police response to reports of missing young adults. Are Illinois law enforcement agencies responding to reported disappearances with as much expertise and efficiency as possible? Are new technologies available, or can existing communications systems be improved, to aid law enforcement agencies in their investigations of missing persons? Is it possible to differentiate between a young person (often an adult in the eyes of the law) who has left home voluntarily and one who is in imminent danger and requires immediate police action?

In Illinois, the House of Representatives called for research into problems of missing young adults.

In June 1983, the Illinois House of Representatives passed *Resolution 348* (see Appendix A), calling on the Illinois Criminal Justice Information Authority and the Department of Law Enforcement (DLE) to research these and other questions as they apply to unemancipated young adults between the ages of 17 and 21. Specifically, the [illegible] agencies were instructed to study:

1. *The efficacy of deferring official law enforcement action on reports of missing young adults for a 24-hour period;*

2. *The "establishment of a profile of a young adult whose disappearance is a significant deviation from the established behavior patterns;" and*

3. *The feasibility and benefit of utilizing the Law Enforcement Agencies Data System (LEADS) to facilitate the exchange of information about missing young adults.*

This report to the General Assembly summarizes the results of a six-month investigation into a wide range of topics concerning missing young adults. The Authority, in conjunction with DLE, conducted three public hearings (one each in Schaumburg, Carbondale and Springfield) to gather information from a variety of experts. Witnesses from Illinois and Federal law enforcement agencies, parents of missing children, social service professionals, government officials, criminal justice practitioners and private citizens were invited to testify. In all, nearly 60 witnesses provided more than 11 hours of testimony. (See Appendix B for a complete list of witnesses and Appendix C for a summary of their testimony.) Authority and DLE staff also conducted statewide and nationwide searches for data sources, information systems and experts that could provide more information about the unique problems of missing 17 to 21 year-olds.

How this report is organized.

This report is organized generally around the issues identified in *House Resolution 348*. The report contains:

- An examination of the scope of the problem.

- Detailed examinations of the three topic areas outlined in the resolution and of other significant issues uncovered during our research. Each section also contains findings and specific policy recommendations.

- A set of appendices providing background and statistical information in support of the findings and recommendations.

It must be kept in mind that this report represents a comprehensive, but preliminary, examination of issues related to missing young adults and of police response in such cases. Because of its narrow focus on 17 to 21 year-olds, this report does not address the special concerns of missing young children (although some recommendations apply to missing persons of all ages). Rather, the Authority and DLE hope this report will serve to inform the People of Illinois about the scope of the missing young adult problem and current knowledge about prevention and investigation of such cases.

SCOPE OF THE PROBLEM

To understand the problem's scope, some fundamental questions must be answered.

The disappearance of young adults is an all too painful reality, as testimony from parents, law enforcement officials and social service professionals revealed. But to understand fully the scope of this problem in Illinois, some fundamental questions must be answered. For example, how many people are reported missing each year, and how many of these are ages 17 to 21? How many missing young adults become victims of violent crime? How many never return alive due to accidents or foul play? Is the number of missing young adults growing, or has attention focused on a few cases merely increased public awareness and created the illusion of an increase?

Seeking answers to these and other questions is complicated by the fact that there are actually many types of disappearances. Public attention usually is focused on the most tragic cases where the missing person becomes a victim of foul play. Other circumstances, however, account for most disappearances, particularly among 17 to 21 year-olds. Five categories of missing persons have been identified:

- Runaways
- "Throwaways" (those neglected or abandoned by parents)
- Accident victims
- Parental abductions
- Abductions by strangers

How Many Missing Young Adults Are There?

Most missing person statistics are just calculated guesses.

Experts readily admit that most statistics on missing persons are just calculated guesses, and some may be little more than the "gut hunches" of investigators.[1]

Figures commonly quoted include: between 1 million and 2 million children run away annually; parental kidnappings account for about 100,000 to 150,000 disappearances a year; 50,000 children are abducted by strangers each year; and about 2,500 to 5,000 unidentified juveniles are found slain each year, often without apparent motive.[2]

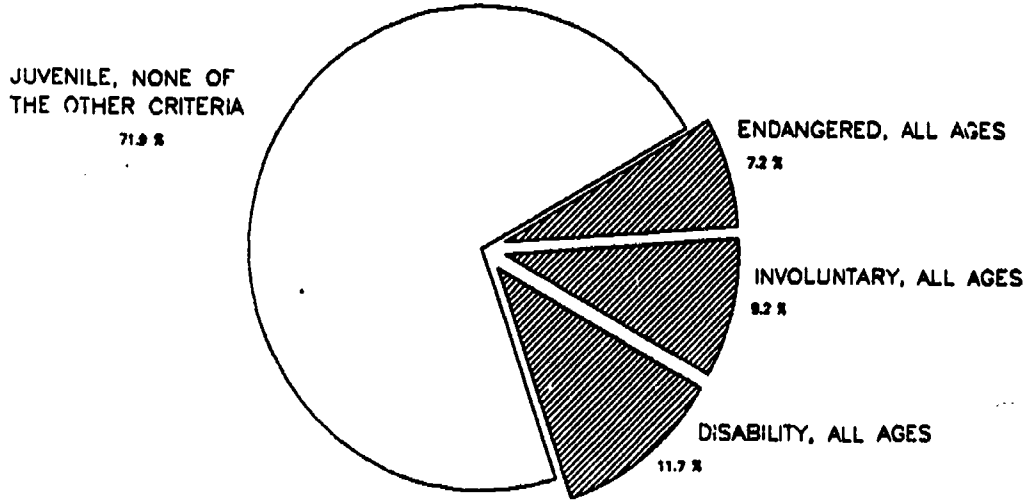
[1] Ken Lawson, director of Friends of Missing Children; and Mitch McConnell, *Final Report of the Kentucky Task Force on Exploited and Missing Children*, Sept. 24, 1983.

[2] These figures are those cited most often in news reports. They have been used so often that the original sources, if ever known, are difficult to trace.

MOST MISSING PERSONS ON NATIONAL DATA BASE ARE JUVENILES

NCIC Active Cases as of November 23, 1983

N = 26,887



DISABILITY – A person of any age who is missing and under proven physical and/or mental disability or is senile, thereby subjecting himself or others to personal and immediate danger.

ENDANGERED – A person of any age who is missing and is in the company of another under circumstances indicating that his physical safety is in danger.

INVOLUNTARY – A person of any age who is missing under circumstances indicating that the disappearance was not voluntary, i.e., abduction or kidnapping.

JUVENILE – A person who is missing and declared unemancipated as defined by the laws of his state of residence and who and does not meet the entry criteria of the other three categories.

SOURCE: FBI LAW ENFORCEMENT BULLETIN (JANUARY, 1984)

The number of missing person reports entered into police computers does not approach most estimates of how many missing persons there are.

However, the number of missing person reports entered into various law enforcement computer systems does not begin to approach these estimates. For example, the FBI's National Crime Information Center (NCIC) missing person data base contained 26,887 active cases throughout the United States, as of November 23, 1983.[3] Of these cases, 7,342 (28 percent) were missing persons of all ages who could be categorized as either mentally or physically disabled, missing involuntarily (*i.e.*, abducted) or suspected to be in the company of another person under circumstances indicating danger.[4] The remaining 19,345 (72 percent) cases fell in the fourth NCIC category: missing juveniles who did not fit any of the other three criteria.

In Illinois, 5,563 records for missing 17 to 21 year-olds were entered into the Law Enforcement Agencies Data System (LEADS), operated by the Department of Law Enforcement (DLE), between January 1, 1981 and November 29, 1983. This is an average of approximately 1,854 cases per year. Of the 5,563 total cases, 236 (4.2 percent) persons are still unaccounted for and presumed missing.[5]

At the local level, Chicago Police Department records show 35,386 children under age 17 were reported missing between January 1, 1981 and December 7, 1983. In addition, 15,806 persons 17 and older were reported missing during the same period. These figures correspond to an average of approximately 11,795 juvenile cases and 5,269 adult cases per year. Of the 17 to 21 year-olds reported missing since January 1, 1981, only 13 remain missing. A brief study by Chicago police's Missing Persons Unit demonstrated that, on the average, 86 percent of missing 17 to 20 year-olds in Chicago returned home within 10 days of their disappearances.

Examining the different types of missing persons provides a better picture of the problem's scope.

These statistics provide a realistic, if limited, starting point for determining the actual number of missing young adults. They have been included here to illustrate the categories and number of cases maintained on various law enforcement missing person data bases. It is not appropriate, however, to compare these national, State and local figures, since they are not based on the same age groups or time spans.

In addition, these data are not maintained in such a way as to determine the number of 17 to 21 year-olds who fall into the five missing person categories listed above (runaways, "throwaways," *etc.*). Examining each of these categories provides a better picture of the scope of the missing young adult problem.

Runaways: The largest group of missing persons.

Runaways are generally agreed to account for the largest number of missing persons. A study conducted on a national sample of persons ages 14 to 21 found that more than 1 million 15 to 17 year-olds reported running away at

---

[3] Source: "The Missing Children Act," *FBI Law Enforcement Bulletin*, January 1984.

[4] It should be noted that not all adult (18 year-olds and older) missing person cases reported to the police can be entered into NCIC. To be eligible for entry, the adult missing person must fall into one of three NCIC entry categories--disabled, involuntary or endangered.

[5] See Appendix B for a more complete analysis of Illinois LEADS missing person statistics.

least once in 1979.[6] Of these runaways, 53 percent were female, and 47 percent were male.

Using these same data, it is estimated that approximately 57,000 15 to 17 year-olds in Illinois ran away at least once in 1979; this figure constitutes 9 percent of the State's population for the age group. In addition, many juveniles reported running away more than once in a year, some as many as 50 times. These figures would correspond to an estimated 123,658 runaway *incidents* per year involving 15 to 17 year-olds in Illinois alone, or more than 2 million for the entire country. More than half (55 percent) of these runaway incidents involved males. Thus, while females are more likely ever to have run away, males who run away are more likely to run more than once in a year.

It is clear, however, that not all runaway incidents are reported to the police. For example, based on the previous figures, 31,051 runaway incidents involving 15 to 17 year-olds would have been expected in Chicago in one year. However, Chicago Police Department records show only 13,291 persons under age 17 were reported missing in 1980, 8,000 of which (60 percent) were classified as runaways.

There are several reasons for the underreporting of runaway cases to the police. The child may return home before the parents are aware that he or she had run away; parents may be reluctant to call the police until they have exhausted all leads as to the child's whereabouts; parents also may be under the mistaken impression that they must wait 24 hours before reporting the case to the police; and parents of chronic runaways may stop notifying authorities altogether.[7]

Ninety percent of runaways of all ages return home, usually within 72 hours.[8] Few in this group go more than a few miles from home, and most are sheltered by a friend or relative.[9] The remaining 10 percent (potentially 100,000 runaways) who do not return usually are running away from severe personal or family problems. Those fleeing from parental abuse often become victims of child exploitation. While any child alone on the streets can become the victim of violent crime, these 10 percent are especially vulnerable.[10]

"Throwaways:" A growing percentage of missing children.

"Throwaways" are children neglected or abandoned by their parents because of interpersonal conflicts or economic crises. According to the Kentucky Task Force on Exploited and Missing Children (1983), these "throwaways" or "pushouts" make up a growing percentage of all missing children. However, because they are unlikely to be reported to the police as missing (except perhaps by a concerned friend or relative), it is difficult to count the number of

---

[6] This figure and the following statistics are based on an analysis by the Authority of a data set collected for the U.S. Departments of Labor and Defense. See Section 2 and Appendix D for more detailed descriptions of this data set.

[7] See Section 1, *Police Response in Missing Person Cases*, for a detailed discussion of the so-called "24-hour rule," including police and parental misconceptions regarding it.

[8] Source "Missing Children," published by SEARCH, 1983.

[9] Viets, H., "How runaways can find their way back home," *St. Louis Dispatch*, November 30, 1980.

[10] From *Final Report of the Kentucky Task Force on Exploited and Missing Children*, Sept. 26, 1983.

cases that fit this category. Nevertheless, officials estimate there are now 20,000 homeless under age 21 in New York City alone.[11]

It is likely that the proportion of 17 to 21 year-olds in this group is larger than their proportion in the group of "typical" runaways described above. Parents in economic or emotional difficulties may feel no obligation to support a child past the age of legal emancipation (age 18), even if the child has no independent means of support.

Accident victims: An important missing person category.

DLE recognizes that accident victims comprise an important category of missing persons, and the department includes them in the LEADS missing person data base. According to the National Safety Council, approximately 22,000 accidental deaths of all types involving person under age 20 were reported in the United States in 1980.

Parental abductions: Their number is not known.

There is no way to determine the number of children abducted by parents each year during custody battles, although estimates range from 100,000 to 626,000 nationally. This latter estimate is a projection from results of a Harris Poll on parental child snatchings. In that poll, 55 of the 3,745 respondents (1.5 percent) reported they were personally involved in a child snatching incident.[12] If this rate were applied to the nation's total population (83.5 million households), it is possible there are anywhere from 230,000 to 626,000 incidents of parental abduction occurring each year. However, these estimates must be used cautiously because of methodological problems in data collection.[13]

In many states, parental abduction is not a chargeable offense, and police generally will not get involved in these cases.[14] Thus, there are few, if any, law enforcement sources of information on the size of this category. It is likely, however, that because parental custody is usually at issue in these cases, most of the children involved are younger than 17.

Abductions by strangers: The fewest cases, but the most publicized.

Abductions are the particular focus of *House Resolution 348*. These cases usually capture the most public attention, although they represent the fewest incidents. The most commonly reported number of abductions by strangers is 50,000 per year, although this number has never been substantiated. If this estimate were true, six abductions by strangers per hour would be occurring across the United States. Fortunately, even the largest metropolitan police jurisdictions report handling only a handful of such cases each year. For example, the Chicago Police Department estimated it handled no more than four abductions by strangers in 1982.

---

[11] Alter, J., et al., "Homeless in America," *Newsweek*, January 2, 1984.

[12] The results of this survey are somewhat limited because responses of those *professionally* involved (*e.g.*, lawyers, social workers, *etc.*) could not be distinguished from those *personally* involved (*i.e.*, parents who had actually snatched their own children, *etc.*). Louis Harris and Associates, "Parental Child Snatching," 1983.

[13] Louis Harris and Associates, "Parental Child Snatching," 1983.

[14] The U.S. Dep. ·tment of Justice recently began using the Fugitive Felon Act to prosecute parents who abduct their children, if the home state can charge the parent with a felony violation and there is evidence of interstate flight. Source: "The Missing Children Act," *FBI Law Enforcement Bulletin*, January 1984. In Illinois, it is a Class 4 felony for a parent to abduct a child under the age of 14 (Ill. Rev. Stat. Ch. 38 par 10-5).

Abduction by strangers are especially feared because the motivation behind the abduction is likely criminal victimization of the abductee, possibly murder. Police departments throughout the country reported an average of 2,581 murders of persons under age 20 each year from 1980 through 1982.[15] In Illinois, an average of 171 people 19 and younger were reported murdered during each year of the same period.[16]

Relatives and other people known to the victim were the suspected offenders in 60 percent of the murders of persons under age 20 in Illinois. Only 20 percent were believed by police to have been killed by strangers, although in the remaining 20 percent no offender was identified. It is likely that many of these remaining murders were committed by people the victim did not know.

Thus, at least 20 percent, and perhaps as much as 40 percent, of Illinois murder victims under age 20 were killed by strangers. Doubtless, some of these murders occurred in situations other than stranger abductions, such as deaths resulting from an arson fire or deaths of innocent bystanders killed by youth gangs.

If only half of the approximate 2,500 people under age 20 murdered annually throughout the United States in the last few years were killed by strangers, that would mean approximately 1,250 juveniles nationally would be murdered by strangers each year. This number is far less than the 2,500 to 5,000 unidentified juveniles frequently estimated to be found slain each year.

Comprehensive data on missing persons in each category currently are not available.

As the above discussion indicates, of all the reasons for a person to be missing, abduction by a stranger is the least likely cause. Instead, 17 to 21 year-olds who disappear most likely will be either voluntarily missing (runaways) or accident victims. It is also evident that estimates of the number of missing persons in some categories are more accurate than in others. Unfortunately, there is currently no comprehensive State or national data base on the number and categories of missing persons. Without such information, it is impossible to obtain a completely accurate picture of the missing young adult problem.

This lack of basic information has been recognized, and federal legislation is currently under consideration to help remedy the situation.[17] In addition, Section 3 of this report, *LEADS as an Investigatory Tool*, recommends steps that can be taken here in Illinois to collect the necessary information to produce a more useful statewide data base.

---

[15] Source: *Crime in the U.S. 1980-2*. Federal Bureau of Investigation.

[16] Source: Illinois Victim-Level Murder File.

[17] The Missing Children's Assistance Act of 1983, S. 2014, H.R. 4300.

"Unemancipated" Young Adults

There is concern young adults can fall through cracks in the social service and police support system.

Before discussing the specific recommendations of this report, one more issue involving 17 to 21 year-olds must be addressed. *House Resolution 348* focused on "unemancipated missing young adults between the ages of 17 and 21." A major reason for choosing this particular group was the concern that, because of their unique status of being consistently treated as neither juveniles nor adults, 17 to 21 year-olds can easily fall through cracks in the system of social services and police investigations.

The term "unemancipated young adults," as used in the resolution, apparently was intended to include persons who have reached age 18 (and thus are considered adults in the eyes of the law) but who still live at home and are dependent on their parents for support (and thus are still considered children by their parents). Parents are concerned that, should one of these children disappear, he or she will not receive the same police attention given to missing juveniles (those under age 18). As one social service professional testified at the Schaumburg hearing, 17 to 21 year-olds "are no longer considered juveniles, and they do not merit the special attention of police department youth divisions. They are afforded little credibility, and are often perceived as unreliable and unpredictable."

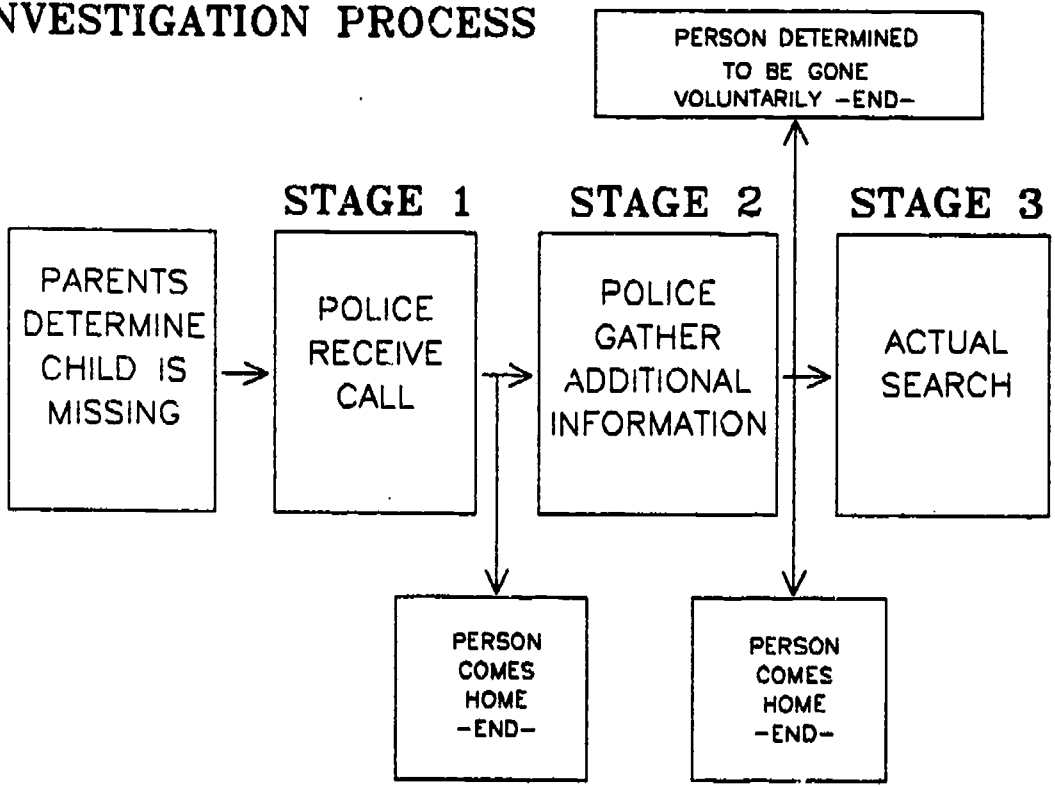
Some findings and recommendations in this report address missing persons of all ages.

The focus on "unemancipated" young adults poses some problems for a study of this kind. In Illinois, "emancipation" occurs at age 18.[18] Thus, the phrase "young adults between the ages of 17 and 21, who are unemancipated" appears to be inconsistent with the law. Additional definitional and legal problems exist when 17 year-olds are included. In Illinois, 17 year-olds are considered juveniles under civil law (*i.e.*, they cannot enter into contracts on their own), but are adults under criminal law and must be prosecuted as adults. Thus, by formulating the resolution to include 17 to 21 year-olds, the Illinois House has chosen a non-homogeneous and difficult group to study.

For the above reasons, and because many of the issues dealing with police information systems and missing persons are not exclusively relevant to 17 to 21 year-olds, some of the discussions, analyses, findings and recommendations in this report address other age groups as well.

[18] Exceptions to this law are wards of the Illinois Department of Children and Family Services.

MISSING PERSON INVESTIGATION PROCESS



ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

1: POLICE RESPONSE IN MISSING PERSON CASES

Police response in missing person cases is a three-stage process.

A police investigation of a missing person report can be described generally as a three-stage process:

Stage 1. Receipt of the initial missing person report from the parent/complainant. This initial report usually is made over the telephone. The police officer who receives the call obtains basic information about the disappearance, such as who is missing, how old the person is, whether there is evidence of foul play, how long the person has been gone, *etc.* At this stage, the officer attempts to establish whether or not the report is legitimate (*i.e.*, that the person is indeed missing). An example of an illegitimate report would be a parent who reports a child as missing, but under questioning reveals that the child actually is at a party from which the parent wants the police to bring the child home.

If the officer who receives the initial report determines that the person is missing, an investigating officer is assigned to get more information (Stage 2).

Stage 2. Gathering more comprehensive information about the disappearance. This information usually is obtained through in-person interviews with the parent/complainant. At this stage, the investigator tries to establish whether there are indications of criminal foul play, whether the person could have been in an accident or whether the person could have left home voluntarily because of personal or family problems. The officer must gather enough information to decide whether this disappearance deviates enough from the missing person's normal routine that the person may be in danger and should be searched for immediately (Stage 3).

Stage 3. Physical search for the missing person. Once the police officer determines the person is probably missing involuntarily, several steps may be taken in an attempt to locate the person. These steps may, but do not necessarily, include searching the area where the person was last seen or headed, notifying other law enforcement agencies to be on the lookout for the person and publicizing the disappearance through flyers or media broadcasts. At this stage, police also continue to gather information from witnesses or other persons familiar with the disappearance.

How quickly the stages follow depends on two factors.

The amount of time that passes between receipt of the initial missing person report and any physical search generally depends on two factors: whether the responding police agency has a "24-hour rule" policy for missing person cases, and the degree of urgency the responding officer perceives in the case.

The "24-Hour Rule"

Some Illinois police agencies wait 24 hours before starting most missing person investigations.

In some cases, departmental constraints determine whether, and how quickly, a missing person investigation will proceed. Some police agencies in Illinois adhere to a policy of waiting 24 hours before embarking on any or all stages of a missing person investigation. *House Resolution 348* calls for an examination of the efficacy of the 24-hour deferment policy.

One reason police delay action is that most persons reported missing return home within 24 hours. Another reason is that due to limited police resources, most agencies assign a lower priority to missing person cases because the overwhelming majority of them require little or no police action in comparison to other types of calls (such as crime or accident reports).

A survey of Illinois police departments found that about one-third of the surveyed agencies that responded use a 24-hour waiting period in most missing person cases. Another third said they never delay missing person investigations. The remainder said the circumstances of each case determine whether or not the investigation will be delayed. However, none of the agencies said it waits 24 hours in cases where there is clear indication the missing person is in danger. Agencies also generally do not delay investigations for certain age groups, such as young children and senior citizens, who can be presumed to be in danger if missing.

The survey also found some police departments wait 24 hours before entering missing person information into computerized data bases of missing persons. This practice is discussed in Section 3: *LEADS as an Investigatory Tool.*

Police Perception of Urgency

The quality of information police gather will influence the investigating officer's perception of urgency.

The second factor that generally determines the amount of time that passes between stages of a missing person investigation is the responding officer's perception of urgency in the case. For example, if there is physical or eyewitness evidence that the missing person was abducted, the three stages in the investigative process will follow rapidly. On the other hand, if there is reason to believe the person is missing voluntarily (*e.g.*, the person has a history of running away for short periods of time), the process will follow more slowly in anticipation of the person's return.

The quality of information collected during the second stage of the investigation will influence greatly the officer's perception of urgency in the case. Law enforcement officers and social service professionals testified at the hearings that sometimes parents who report a missing child either give inadequate or false information to the police or are simply trying to involve police in family disputes. Especially in cases involving runaways, police experience is that some parents do not inform them of problems in the home that could have prompted the child to leave.

On the other hand, several parents of missing children testified that they felt police sometimes disregard the parents' intuition of danger when they reported their children as missing. Parents also expressed concern that without any concrete evidence of foul play, police automatically consider most missing persons as runaways and do not actively pursue a timely investigation.

Police must contact other sources besides parents for information about missing persons.

In light of these concerns, it is imperative that police quickly contact other sources for information about any missing person. In cases where foul play is not immediately evident, friends, neighbors, co-workers or school officials should be interviewed during the second stage of information gathering, before deciding whether or not the person is likely in danger. Testimony at the Schaumburg hearing indicated the amount of time needed to complete Stage 1 of the process--from receipt of a missing person report to completion of the initial report--is probably no more than about 30 minutes. The amount of time necessary to gather enough additional information (*i.e.*, Stage 2) depends on the availability of witnesses, and may take several hours.

Related Issues

Jurisdictional matters: Who should handle cases involving more than one town?

A parent who testified at the Schaumburg hearing recounted an incident in which his child disappeared in a neighboring town. In this case, neither the home town police department nor the neighboring police department would take the missing person report from the parents. Both departments claimed the other agency had jurisdiction in the case.

The hearings did not establish that this type of confusion occurs frequently, especially in missing person cases. However, there currently is no statewide policy clarifying which agency should respond to a missing person report and be responsible for computer entry in cases where the disappearance occurred outside the missing person's home town.

Missing wards of the State: DCFS usually initiates investigations.

The Illinois Department of Children and Family Services (DCFS) has legal custody of wards of the State. When such a child or young adult disappears, DCFS is contacted by, for example, the foster parent, and a DCFS case worker may investigate the disappearance.

At the public hearings, DCFS representatives testified that police generally ask DCFS to wait 24 hours before making a missing person report to them. DCFS apparently follows this request in nonemergency cases because there is an authority (in this case, a DCFS case worker) aware that the person is missing, and the case worker may be conducting an investigation.

Mental health records: Police have limited access.

Under the Mental Health and Developmental Disabilities Confidentiality Act (Ch. 91 1/2 par 812.2), mental health facilities in Illinois can notify police that a facility resident has disappeared, and they can give police identifying information to help in their search for the person. It is the policy of the Department of Mental Health and Developmental Disabilities, however, that mental health facilities are prohibited from disclosing information not explicitly authorized by law, such as previous runaway experiences the resident may have had, the names and addresses of favorite relatives and other

information that may aid police in locating the person.

In addition, if during the course of a missing person investigation, police have reason to suspect the person is *residing* in a mental health facility, it is illegal under the same law for the facility to confirm or deny that the person is in the facility. Such confirmation of residence usually requires the permission of the patient.

At the Springfield hearing, it was recommended that the Mental Health and Developmental Disabilities Confidentiality Act be modified to allow mental health facilities to confirm or deny to law enforcement agencies conducting a missing person investigation that the person is residing in the facility. In such cases, it was suggested, only *identifying information* should be made available to the police.

Findings

The "24-hour rule:" Neither State law nor regulation.

The so-called "24-hour rule" that some Illinois law enforcement agencies employ is neither State law nor regulation. Rather, it is a voluntary policy these agencies have adopted for most missing person cases. There is reason to speculate the source of the "24-hour rule" is the Federal Kidnapping Statute (18 USC 1201), which gives the FBI jurisdiction in kidnapping cases 24 hours after an abduction. The reasoning behind this waiting period is that after 24 hours the victim may have been taken across state lines, which then justifies federal intervention. Apparently, many Illinois law enforcement agencies and officers, as well as the public, are under the mistaken impression that a 24-hour waiting period applies in all missing persons cases.[19]

Private citizens, social service professionals and many law enforcement officers said the unofficial 24-hour waiting period for missing person investigations should be officially eliminated in all cases, including for wards of the State and adults.

Professional standards.

The Illinois Association of Chiefs of Police (IACP) offered to sponsor a project to develop professional standards and policies for handling missing person reports.

Tension often exists between parents and police.

Based on public testimony, it was found that mutual tension and distrust often exist between parents reporting a disappearance and law enforcement officers investigating the report. Some parents feel police are insensitive and not thorough enough in their investigations; the experience of some police and social service professionals is that parents do not always disclose all relevant information, especially involving physical or sexual abuse in the home.

[19] Testimony revealed that some parents believed they could not even call police until their child had been missing for 24 hours. Several parents indicated they spent the ensuing time conducting their own search by calling friends, hospitals, *etc.*

Jurisdictional responsibilities.

To prevent future uncertainty about which police department has jurisdiction in a missing person case, it is necessary to create a statewide policy clarifying who is responsible for taking a missing person report when the person disappears outside his or her home town.

Mental health records.

Under current law, police cannot gain access to information useful for investigating and finding persons reported missing from a mental health facility. Also under the same law, police investigating a missing person case cannot be given even identifying information from mental health facilities that would confirm or deny that the person is a facility resident.

Recommendations

Police should not delay action in missing person cases.

1. There should be no waiting period between the time a parent or guardian decides a child is genuinely missing and the time the disappearance is reported to the police. There also should be no waiting period between the time the police receive the missing person report and the time they act on the report by attempting to gather additional information about the case. This response should be in the form of in-person interviews with the parent or complainant, the missing person's friends and other relevant witnesses.

All 24-hour delay policies should be eliminated.

2. The Department of Law Enforcement (DLE) should notify all law enforcement agencies in Illinois that there is no statewide 24-hour waiting period policy in missing person cases, and all future training sessions conducted by DLE and other police training academies should expressly note this fact. Similarly, the Authority and organizations such as the Illinois Association of Chiefs of Police (IACP) and the Illinois Sheriffs' Association (ISA) should notify their members of this finding.

Professional standards should be developed.

3. Instead of statewide legislation, the IACP and ISA should draft professional standards for handling missing person reports and gathering information in these cases. The Authority should coordinate these efforts.

Home town police should initiate all investigations.

4. In missing person cases involving multiple police jurisdictions, the police agency where the complainant lives should be responsible for initiating the missing person investigation and for notifying other agencies of the disappearance. The IACP and ISA should adopt this recommendation and publicize it to their members.

Report missing wards quickly.

5. When a ward of the State is reported missing, DCFS employees should not wait 24 hours before contacting the police.

Police should have greater access to some mental health records.

6. The General Assembly should change the law regarding privacy of mental health records to allow for police access to: a) information useful in locating a person reported missing from a mental health facility; and b) *identification only* information that would confirm or deny whether a person reported missing is residing in a mental health facility, and to allow for notification of police if the person is admitted at a later time.

2: IDENTIFYING ENDANGERED MISSING PERSONS

Timely and accurate classification of a missing person is essential.

The key to effective police action in any missing person case is the timely and accurate classification of the person as either voluntarily missing or a probable victim of accident or foul play. Police are confronted with missing person caseloads in which runaways constitute an overwhelming majority. They cannot be faulted for assuming, in the absence of cogent evidence to the contrary, that most missing teens or young adults are runaways. Police generally make this assumption not out of slackness or unwillingness to follow through, but because experience has taught them that the vast majority of missing juveniles and young adults are runaways.

No alternatives to the basic three-stage process of police decision making in missing person cases were suggested during the public hearings. Instead, witness suggestions focused on improving the ability of police to make informed decisions at each juncture of the process. It was generally recognized that, short of substantially increasing police funding, little could be done to increase the number of actual searches for missing persons. The Illinois House expressed in its resolution that a "profile" of involuntarily missing young adults, developed and made available to police, could improve and assist decision making in missing person cases.

Investigation Profiles

Profiles are used mainly to identify offenders, not victims.

The use of profiles as investigative tools in criminal cases has become increasingly popular. In particular, the FBI together with private psychologists and other researchers are spending considerable time and effort studying serial criminals, such as multiple murderers and sex offenders. The goal of this effort is to develop a profile that can be used to help identify and apprehend an *offender* who commits a series of similar crimes.

Still, the art of criminal profiling is in its infancy. Because there are no comprehensive data sets containing information about, for instance, repeat offenders, such a profile can be developed only through laborious and time-consuming data collection on a case-by-case basis.

Profiling involuntarily missing young adults poses problems.

Thus, profiles represent a relatively new law enforcement technique and then only for identifying criminals. Establishing a "profile of a young adult whose disappearance is a significant deviation from the established behavior patterns" poses different problems. For example, there are several reasons why a person can disappear. He or she can run away, be the victim of a fatal accident or be abducted by a relative, other familiar person or a stranger.

39-879 O - 85 - 14

Second, there are no comprehensive national or local data sets that contain characteristics of young adults known to have disappeared involuntarily. Because there is a certain randomness to accidental and criminal victimization, it is unlikely that a comprehensive data set of accident and abduction victims would reveal common characteristics of the victims.[20] For these reasons, it is impossible to profile involuntarily missing young adults at this time.

Some characteristics are more common in runaways.

While there are no data sets of involuntarily missing young people, a data set containing information about runaways nationwide was located. This data set, a survey of a representative national sample of 14 to 21 year-olds in 1979, was examined for statistically significant differences in characteristics of runaways and non-runaways.[21]

An analysis of these data found several characteristics more common in runaways than in non-runaways:

1. **Suspension from school.** Persons who reported having been suspended from school were 10 percent more likely to have run away at least once than those who were never suspended.

2. **Prior arrests.** Persons who reported having been arrested and booked by the police were 14 percent more likely to have run away than those who were never arrested and charged.

3. **Self esteem.** Persons with low scores on a self esteem index were more likely to run away than those with high scores on the index.

4. **Family structure.** Persons from broken homes were more likely to run away than persons whose families were intact.

Although these findings generally corroborate those of other researchers, none of the findings is strong enough to be predictive of runaway behavior. Thus, while these factors are certainly important indicators that should be considered in a missing person investigation, taken together they fall far short of providing a definitive profile of runaways or non-runaways.

Testimony revealed other characteristics of runaways and non-runaways.

In addition to the above traits, testimony of and research by social service professionals, parents and others familiar with runaways uncovered the following list of characteristics that may apply to missing young adults who have run away:

---

[20] A cursory examination of the characteristics of victims of known "serial" murderers shows that each murderer may choose a different type of victim than other serial murderers. For example, Ted Bundy killed white co-eds; John Wayne Gacy killed predominantly young white men, some of whom were homosexual; Wayne Williams killed black youths; the "Green River" murderer currently in Seattle kills female prostitutes and at least one hitchhiker.

[21] See Appendix D for technical details of the analysis of this data set.

- Prepared for leaving (took clothes and/or money)
- Comes from a broken home
- Has friends who have run away
- Is below average in reading ability
- Has problems or failure in school
- Had previous trouble with the law
- Has been abused by parent(s)
- Has problems with alcohol or drugs
- Is in generally poor health
- Is of low socioeconomic status
- Comes from a larger than average family
- Has a history of running away
- Has low self esteem
- Has a history of truancy.

Testimony also revealed some characteristics of young adults *not likely* to have run away:

- Did not prepare for leaving (took no money or clothes)
- Friends, co-workers and school associates do not know where the missing person is
- Needs, but did not take along, sustaining medication (such as insulin)
- Has stated goals in life and feelings of optimism in achieving them
- Has no previous history of being missing
- Participates in group activities such as sports, scouting or clubs
- Has exhibited no previous "acting out" behavior
- Absence of a highly stressful precipitating incident
- Has a stable, functioning family
- Has close friends
- Does not usually forget to call when going to be late
- Parents, in general, approve of the child's friends
- Had previously made no serious threats to leave
- Has a satisfactory work history
- Has no history of emotional problems.

These characteristics are largely common sense and are not reliably predictive.

It must be understood that these lists of characteristics are in large part based on experience, speculation and common sense. They are not statistically valid or reliably predictive in any sense because none of the criteria applies exclusively to either runaways or non-runaways. For example, while some runaways prepare for leaving by taking clothing and money, many leave impulsively, taking nothing with them. Likewise, an abducted young adult, who happens to come from a broken home, could be erroneously classified as a runaway. Finally, because of the inherent randomness in accident victimizations, young adults with characteristics fitting both lists can disappear and be incorrectly classified as runaways.

It also is problematic to determine relative strength or significance of each of these characteristics. If the first two characteristics in each list fit a missing person, but none of the other characteristics applies, would this indicate that the person was missing voluntarily or involuntarily?

For these reasons, neither of these lists can be standardized--each missing person case must be evaluated on its own merits. The most important consideration is that police quickly gather as much information as possible about the missing person and the circumstances of the disappearance before deciding whether or not to conduct a search.

National Research Efforts

Many states and the Federal government are researching missing person issues.

In addition to attempts by Illinois and other states to identify and address problems related to missing children and young adults, there currently is a major research program organized on the national level. In July 1983, the Federal Office of Juvenile Justice and Delinquency Prevention and the National Institute of Justice funded the establishment of the National Missing/Abducted Children and Serial Murder Tracking Program. Coordinated by the Criminal Justice Center at Sam Houston State University in Huntsville, Texas, the program is designed to "plan and coordinate research and action programs for the prevention and suppression of these crimes against children and adults."

Of particular interest is research on:

- The unidentified dead handled by medical examiners and coroners in the United States;

- Private and public child locator activities and networks across the nation dealing with missing and abducted children;

- The extent and definition of the problem of missing/abducted children in the United States.

The program also will coordinate development of profiles of child molesters and rapists to assist in prevention, intervention and detection strategies.

Federal legislation is pending.

Finally, missing children legislation has been introduced in both the U.S. Senate and House of Representatives.[22] If passed, the bills would provide funds for increased data collection and research of missing children problems, and would provide for more public education and services.

[22] The Missing Children's Assistance Act of 1983, S 2014 and H.R. 4300.

Findings

Indicators are not sufficient to constitute reliable profiles.

While it is possible to identify a few characteristics of persons who are likely to have disappeared voluntarily and a few characteristics of those who may have disappeared involuntarily, such criteria are *not* sufficient to constitute profiles upon which law enforcement agencies could rely.

Improved public education and police information gathering better address the problem.

Given that there are no comprehensive data sets containing information about young adults who have disappeared involuntarily, and because there is an element of randomness in disappearances, establishing a profile of such people is impossible at this time. However, even if such a profile were compiled, it would represent only a narrow approach to a broad problem--involuntary disappearances of young adults. Because a profile would have no preventative capabilities, public education and improved police information gathering would better address the problem.

Recommendations

Profile efforts should be redirected.

1 The goal of establishing a profile of involuntarily missing young adults should be redirected in favor of more thorough and timely information gathering by police in missing person cases. Also, the public should be educated in measures to help prevent abductions.

Authority should monitor national research.

2 The Authority should continue to monitor national research into the problems of missing children and young adults and should publicize important developments and relevant information throughout Illinois.

3: LEADS AS AN INVESTIGATORY TOOL

The public is calling for increased use of computers as law enforcement tools.

Accompanying current public outcry about the victimization of children and young adults is a call for increased use of computers as law enforcement tools. In this vein, *House Resolution 348* asked for an examination of the feasibility and benefit of using the Illinois Law Enforcement Agencies Data System (LEADS) as a means for sharing information about missing persons.

LEADS and NCIC Missing Person Components

LEADS is linked to the FBI's missing person computer.

LEADS is an on-line computer system maintained by the Illinois Department of Law Enforcement (DLE). The system is linked to the FBI's law enforcement computer system, the National Crime Information Center (NCIC). Established in 1967, NCIC originally was designed to aid police agencies throughout the United States in identifying wanted persons and stolen property. Since then, the system has been expanded to include several components, including a missing person data base added in 1975. However, this data base is by no means the largest or most important component of the overall system.

Participation in NCIC is voluntary. In Illinois, police agencies participate in NCIC when they join the LEADS network, because much of the information entered into LEADS is automatically entered into NCIC for use by law enforcement agencies nationwide. The majority of law enforcement agencies in Illinois enter data into LEADS via computer terminals located in their offices. Departments without LEADS terminals usually have agreements with neighboring agencies having terminals to enter data into the system. Thus, theoretically, most Illinois police jurisdictions have access to the system. When an Illinois police agency enters a missing person record into LEADS, it is automatically forwarded to the national data base only if it fits one of the four NCIC entry criteria (disabled, involuntary, endangered or juvenile).

In addition to interfacing with NCIC's missing person data base, LEADS also has separate processing capabilities. For example, to count the number of Illinois missing person entries made into NCIC over a certain time period, the necessary information can be obtained directly from LEADS without having to scan the huge national data base.

State and national missing person computers have data limitations which make analysis difficult.

The LEADS and NCIC missing person data bases have some data limitations. Although the four NCIC missing person categories are distinct from each other, currently it is impossible to differentiate among more specific types of missing persons within a category. For example, entries of "involuntary" missing persons cannot be differentiated between children kidnapped by strangers and those kidnapped by their parents during custody disputes.

In addition, only a limited amount of information can be entered into the LEADS and NCIC missing person data bases. Generally, this information includes only physical descriptors--the person's name, age, race, sex, height, weight, eye and hair colors and the location of the law enforcement agency that made the missing person entry. Recently, several enhancements were made to NCIC and LEADS that increased the amount of physical descriptor information that can be entered for missing persons. Entry capabilities for elements such as scars, marks and dental information are now available on NCIC and are currently available or are being added to LEADS. NCIC also has established a related data base, the Unidentified Dead File.

How these computer systems are used to identify persons or bodies.

When a person or unidentified body is located by any participating law enforcement agency in the United States, that agency can search the NCIC missing person data base (using the name or physical descriptors of the found person or body) in an attempt to match an entry already on the system.

If a match or "hit" occurs on a juvenile, for example, the locating agency changes the status of the record from "active" to "located," and the system automatically notifies the original entering agency that the missing person has been found. The original agency then contacts the locating agency, confirms that the located missing person has been correctly identified and located, and notifies the citizen who originally reported the person missing that he or she has been located. Finally, the agency changes the status of the computer record to "cancelled," and the missing person is no longer listed as missing on the data base.[23] A record also may be "cancelled" from the active data base when a dead body is identified through a record match. However, there currently is no way to distinguish between cancelled records of persons who returned home safely and records of persons who were found dead.

In addition, the record of a person entered as a juvenile is purged automatically from the active data base when that person reaches age 18, even if the person is still reported missing. These records are purged because any missing person who was not originally entered on the data base as disabled, involuntary or endangered, but as a juvenile, no longer qualifies under any of the four NCIC entry criteria for missing persons when he or she reaches 18. Formerly, DLE contacted the entering agency when one of its missing person records was purged in this manner, and reminded the agency that if the person were still missing and believed to be endangered (although the record was originally entered as "juvenile"), the agency should reenter the record in one of the other three NCIC entry categories. However, DLE discontinued this practice when program modifications were made.

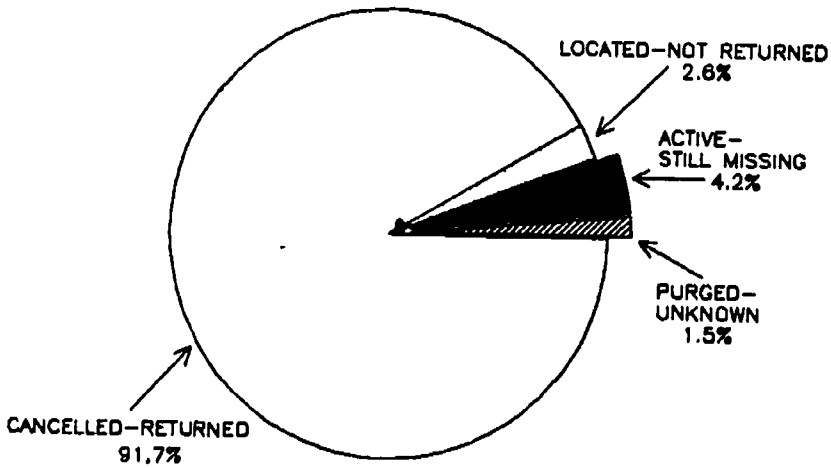
---

[23] There are exceptional cases in which a person is "located," but for some reason does not return home. In these cases, the "active" record is changed to read "located," but it is not cancelled from the data base.

A major reason that records of missing adults are not entered into NCIC unless there is evidence of disability or foul play is that adults are "allowed" to be missing. Unlike juveniles, whose parents are responsible for their whereabouts, adults are free to come and go as they please.

MORE THAN 94% OF YOUNG ADULTS REPORTED MISSING IN ILLINOIS RETURN OR ARE LOCATED

Status of records of 17–21 year olds entered into LEADS between January, 1981 and November 29, 1983.
N = 5,566



Source: ISP LEADS Missing Persons File

LEADS and NCIC are of limited investigatory and statistical use.

Information on the LEADS and NCIC missing person data bases provides law enforcement agencies with only limited tools to aid them in searching for a missing person. These data bases also provide only limited capabilities for answering specific questions about the number and types of persons who disappear each year. Instead, the data are more useful for identifying individual persons or bodies. Of course, these data bases are most useful when all eligible agencies participate, when timely, accurate and complete information is entered and when NCIC's search capabilities are used.

It should be clear from this examination of LEADS and NCIC that just because information about a missing person is entered into the data bases, law enforcement personnel are not necessarily conducting a concurrent investigation or physical search for the person. By the same token, a police agency can stage a thorough search for a missing person, perhaps enlisting the help of the public and media, without entering the missing person information into the computer.

Chicago Police Department's Missing Person Systems

Chicago police use three computers for handling missing person reports.

The Chicago Police Department uses three independent computer systems to handle missing person reports: the "Hot Desk," the Storage and Information Retrieval System (STAIRS) and LEADS. Each system is used to record different information about a missing person, and at different stages of an investigation.

The Hot Desk system is used to enter immediately all missing person reports within the City of Chicago, regardless of the person's age. Only basic identifiers, such as name, age, race, sex, *etc*, are entered in this system.

STAIRS immediately receives the same information entered in the Hot Desk if the missing person is 16 or younger, if foul play is suspected or if the missing person has a mental or physical handicap. This entry is considered temporary, and is purged if the person returns home before the first supplemental (in-depth) report is filed or if no supplemental report is received within seven days of the initial entry.

The complete contents of all supplemental reports are entered into STAIRS. The system allows entry of not only missing person descriptors, but also up to five pages of narrative. This narrative may include all information about the case, such as time and place the missing person was last seen and the person's associates and habits (such as runaway history). Thus, STAIRS has potentially more investigative capabilities than LEADS or NCIC.

The Chicago Police Department enters missing person reports into LEADS and NCIC only if the person is a juvenile and has been missing seven days. Exceptional cases, such as believed abductions, often are entered immediately. However, Chicago police's Missing Persons Unit does not have its own LEADS terminal. When missing person records are to be entered into LEADS, the paper report must be forwarded to another department that has a terminal on another floor in police headquarters. This situation obviously accounts for some of the delay in LEADS missing person entries in Chicago.

Chicago's internal computers cannot share data with LEADS.

All three computer systems used by the Chicago Police Department are independent of each other, and none can share information with another system or with other law enforcement agencies (except through LEADS). Thus, many missing person cases in Chicago are entered into separate computers at least twice, sometimes three times, and information in two of the systems cannot be accessed by other police departments in the State or country.

As with LEADS and NCIC, the Hot Desk and STAIRS systems provide only limited data for studying the number and types of young adults who disappear and the circumstances surrounding the disappearances. Generally, the data bases can provide aggregate totals of the number of people reported missing in Chicago, but little other aggregate statistical information.

Other LEADS Concerns

The "24-hour rule" in relation to LEADS entry.

DLE policy does not mandate the precise time during missing person investigations when agencies should enter information into LEADS. As a result, there are several logical junctures during the course of an investigation when police can enter missing person data into LEADS and NCIC. For example, if the person is a juvenile, an entry may be made as soon as police receive the missing person report, especially if they believe another agency may quickly find, and not be able to identify, the juvenile.[24] If not enough information for a complete entry is obtained from the initial report, the entry may be delayed until the investigation has produced more data. Finally, because most juveniles return home before a physical search has begun, LEADS entry often is delayed until it is clear the juvenile is not missing voluntarily.

For many of the same reasons that some Illinois police agencies wait 24 hours before taking any action on a missing person report (see Section 1, *Police Response in Missing Person Cases*), some agencies also delay LEADS entry for 24 hours. One reason for this policy is that most people return home within 24 hours, thus making entry unnecessary and reducing the need for subsequent time-consuming cancellation. Again, waiting 24 hours before entering a missing person record into LEADS is neither State law nor DLE policy, but rather is the voluntary practice of individual agencies.

There was concensus at the hearings among private citizens, social service professionals and many law enforcement officers that all missing young adult reports should be entered immediately into LEADS and NCIC as soon as the report is received, regardless of whether a more in-depth investigation will follow. There was some question as to whether this policy should apply up to age 18 (the legal age of emancipation in Illinois) or to age 21 (the oldest age defined as "young adult" in the resolution).

Administrative messages in missing person cases.

Apart from LEADS and NCIC data base entries, law enforcement agencies in Illinois also have the capability to share information about missing persons with other agencies through teletyped *administrative messages*. These messages can be sent to other Illinois police departments through LEADS, or through LEADS to the NCIC network for agencies outside the State. Administrative messages are not entered into the missing person data bases, but rather are printed, via teletype, on paper at selected law enforcement agencies. They serve to alert other agencies that a particular missing person is being sought.

---

[24] If the missing person is an adult, the complainant must sign a form, stating that he or she believes the person is truly missing and in danger, before police will enter a record into LEADS and NCIC. Since November 1983, a signed statement is no longer required for a juvenile record to be entered.

Administrative messages can contain information helpful in an actual search, such as what the person was wearing when he or she disappeared, where and with whom the person was last seen and in which direction he or she was thought to be headed. While the information in a regular LEADS or NCIC data base entry often can be used only for identification purposes after a person or body is found, administrative messages can be used to alert other agencies that a person is missing and to share timely information with them. When an administrative message appears on the teletype machine, a police dispatcher can read the message over the police radio to notify street officers to be on the lookout for the missing person.

Current DLE policy encourages Illinois police agencies *not* to send administrative messages statewide, except for limited circumstances which generally do not include missing person cases. Administrative messages tie up teletype machines, which carry a great deal of other important law enforcement information. Statewide missing person messages are particularly discouraged because most missing persons return home quickly.[25] Consequently, DLE feels there is usually no need to notify law enforcement agencies of a disappearance.

Whether sending printed administrative messages helps police in missing person cases was debated at the public hearings. Some witnesses advocated sending messages automatically in every missing person case, either to specific police districts or statewide; others favored sending only voluntary messages based on the particular circumstances of each case. Although DLE policy generally discourages sending of administrative messages in missing person cases, some agencies do send such messages, either locally or statewide.

Automatic LEADS messages.

Unlike administrative messages, messages about stolen vehicles and wanted persons are sent to other agencies automatically via teletype whenever such records are entered into LEADS. While administrative messages can be of any form and length and can contain any information the sending agency wants to include, automatic messages have a set format and contain a limited amount of printed data.

Some witnesses suggested LEADS be modified to transmit all missing person records automatically when they are entered into the system, similar to the way LEADS sends messages when a stolen vehicle report is entered. Again, there was some question as to whether these messages should be sent regionally or statewide.[26]

Confirmation of LEADS and NCIC entry.

At the hearings, some parents asked about their rights to confirm that information about their missing children had been entered into LEADS. Also, a suggestion was made that the addresses and telephone numbers where parents can call for such confirmation be publicized.

---

[25] "How Runaways Can Find Their Way Back Home," *St. Louis Post-Dispatch*, November 30, 1980.

[26] The State of Florida recently passed legislation requiring police to disseminate information on missing children to all law enforcement agencies in the immediate area (county).

The 1982 Federal Missing Children's Act (see Appendix F) requires the FBI to confirm whether a missing person record has been entered into NCIC, if the request comes from a parent, guardian or next of kin. If the FBI finds that a record was not entered into the system, it instructs the complainant first to contact the agency which originally handled the missing person report and to ask for a specific reason why the record was not entered. If the complainant feels the answer is unsatisfactory and the agency still refuses to enter the record, the FBI will try to determine the reason for the refusal. Finally, if the record fits one of the four NCIC entry criteria for missing persons, the FBI will enter the record. At one of the public hearings, an FBI representative testified that parents in Northern Illinois should call the FBI field office in Chicago at (312) 431-1333 for NCIC entry confirmation. For Southern Illinois, the field office number in Springfield is (217) 522-9675. The 20 district offices of the Illinois State Police also can provide LEADS entry confirmation for parents (see Appendix G for a list of the 20 district offices).

Sharing LEADS information with other State agencies.

There was lengthy discussion at the hearings about procedures followed when a child or young adult under the jurisdiction of the Illinois Department of Children and Family Services (DCFS) is reported missing. According to DCFS, when a client is reported missing (for example, by a foster parent), a DCFS case worker is notified and begins a preliminary investigation. Unless there is clear evidence of foul play or danger to the missing person, police usually are not contacted immediately by DCFS. Rather, the case worker tries to locate the child without police intervention. Because the case worker has access to the child's DCFS files, there is often enough information on hand to help find the child. This information may include such facts as whether the child was ever missing before, where he or she was found, who the child associates with, *etc.* However, if the case worker cannot soon locate the missing child, police will be contacted and a LEADS entry may be made.

Given this investigatory procedure for missing DCFS clients, the question was raised whether to allow DCFS personnel access to LEADS, so they could immediately enter a missing person record when a DCFS client is missing. However, current DLE regulations forbid non-law enforcement agencies or individuals access to LEADS.

In addition, it was suggested that because DCFS has computerized much of the data about its clients, it might be useful to interface LEADS with the DCFS computer to permit a timely sharing of information when a DCFS client disappears. It was pointed out, however, that by the time police are notified that a DCFS ward is missing, a DCFS case worker already will have accessed the child's DCFS file and will be able to give police any pertinent information. Thus, given current procedures, LEADS access or interfacing systems would provide little, if any, assistance in helping to locate the missing child.

LEADS entry of runaways.

Testimony at the Schaumburg hearing revealed a case where parents told police their missing child was definitely a runaway. Having that information, police declined to search for the juvenile or to alert other agencies. Most likely, the police decision not to act on the case was based in part on caseload and manpower considerations and experience that runaways usually return home voluntarily. In such situations, even if no physical search is being conducted, a LEADS entry could be beneficial if the juvenile is eventually located by another agency.

Findings

Missing person computers are most effective when all cases are entered and cancelled promptly.

Currently in Illinois, LEADS functions as a statewide missing person computer file and provides a communications link to the national NCIC missing person data base. These data bases are used mostly for identifying found persons or bodies. They are most effective, both in Illinois and nationwide, if all police agencies enter all eligible missing person cases promptly and cancel all records when persons are located. Because it operates internal computerized missing person systems and because of the volume of cases it handles annually, the Chicago Police Department does not always enter missing person cases into LEADS and NCIC.

There is no "24-hour rule" regulating LEADS entry.

Police departments can enter missing person reports at any juncture of the three-stage investigation process. Currently, there is no DLE policy instructing law enforcement agencies when to enter missing person reports into the computer. There is no "24-hour rule" requiring Illinois law enforcement officers to delay LEADS entry of missing persons.

LEADS teletype messages generally are not used in missing person cases.

LEADS has the capability, through use of administrative messages, to notify surrounding or distant police departments to look out for a missing person. At present, DLE discourages sending such administrative messages in most missing person cases. Other types of law enforcement information, such as notices of stolen vehicles and wanted persons, are automatically sent via LEADS teletype to other agencies when the records are entered. Such automatic notices are not sent for missing persons.

LEADS and NCIC do not provide researchable missing person statistics.

Currently, neither the LEADS nor NCIC data bases provides researchable statistics on the number of persons in any age group (including young adults) who are missing each year, the circumstances of their disappearances and the dispositions of their cases. There are no mechanical or legal restrictions to prevent reprogramming LEADS to collect such statistics.

Records are purged when missing juveniles reach age 18.

When a missing person entered into the LEADS and NCIC data bases as a juvenile turns 18, his or her record is automatically purged from both data bases, even if the person is still missing. In the past, DLE notified the entering law enforcement agency when one of its records was so purged, but it has discontinued this practice.

DCFS access to LEADS is unnecessary.

The necessity and legality of giving DCFS personnel access to LEADS or of interfacing LEADS with the DCFS computerized data base were examined. In light of current DCFS procedures followed when a client is reported missing, it appears that LEADS access would be unnecessary, as long as police give full cooperation to DCFS when they receive a DCFS missing person report. Because DCFS does not need LEADS access, there is no reason to change the legal access restrictions to LEADS. Also, due to privacy considerations of client files, and because the DCFS case worker investigating a missing child case can provide police with information needed to help search for the child, there is no reason to attempt a potentially costly interface between LEADS and the DCFS computer system. This conclusion also applies to computerized records maintained by the Department of Mental Health and Developmental Disabilities.

LEADS entries for runaways should be made.

When police receive a missing juvenile report and decide not to conduct an intensive search because the juvenile is likely a runaway, a LEADS missing person entry still should be made.

Recommendations

(The LEADS missing person component can be used for two main purposes: as a law enforcement tool for identifying persons or bodies, and as a data base for compiling comprehensive statistics on the number and type of missing persons in Illinois and the United States [through its link to the NCIC system]. Therefore, there are two sets of recommendations pertaining to LEADS.)

Law Enforcement Recommendations

LEADS entries should be made promptly.

1. Illinois law enforcement agencies should enter *all* eligible missing person reports, including runaways, into LEADS as soon as the minimum information required for entry is collected. In no cases should there be a 24-hour delay for entering a missing person report into LEADS. DLE should conduct training for LEADS users stressing this recommendation. In addition, the LEADS manual should be updated to emphasize this point.

Chicago police should participate more in LEADS.

2. In light of Recommendation 1, the Chicago Police Department should more fully participate in the State and national missing person data bases by entering missing person records into LEADS in a more timely fashion. Because of problems of interfacing the Chicago Police Department's internal missing person computers and LEADS, and because of the sheer volume of its missing person cases, the Chicago Police Department's participation in LEADS will necessarily differ slightly from that of other Illinois law enforcement agencies.

LEADS message policy should be reviewed.

3. DLE should: a) evaluate its policy of discouraging use of administrative messages in missing person cases; b) develop criteria for when such messages should be sent and to which law enforcement agencies; and c) evaluate the pros and cons associated with reprogramming LEADS to automatically transmit all missing person record entries, both regionally and statewide. These evaluations should determine what impact on the system increasing the volume of messages will have. If the system can feasibly be changed to accommodate an increase in messages, then this reprogramming should be done.

Publicize LEADS confirmation methods.

4. DLE should publicize the procedures for parents, guardians or next of kin to confirm LEADS and NCIC missing person entries.

Research Recommendations

Four LEADS entry criteria should be expanded.

1. The current four criteria for entering a missing person record into LEADS should be changed to two separate fields:

a. Disabilities/impairments (none/detail)

b. Suspected circumstances:

Juvenile: runaway
Juvenile: parental abduction
Juvenile: foul play
Juvenile: unknown circumstances
Adult: foul play
Adult: unknown circumstances

These fields would provide more detailed information about the circumstances of disappearances in Illinois. The system should be programmed to enable Illinois records entered in these categories to be converted automatically to the four NCIC categories for entry in the national data base.

DLE should notify agencies of purged records.

2. DLE should resume notifying agencies when a missing person record they entered is purged from the active data base at the time the person reaches age 18.

Modify categories for clearing records.

3. DLE should modify categories for clearing or cancelling records, such that the system will distinguish among persons returning home voluntarily, abductees returned safely and dead bodies recovered and identified.

4: ADDITIONAL ISSUES RAISED AT THE HEARINGS

Several issues besides those in Resolution 348 were raised at the hearings.

At each of the three public hearings, topics were addressed that did not specifically relate to the main issues contained in *House Resolution 348*. But because these additional issues reflect public and expert opinion on the broad scope of missing person problems, they are discussed here briefly.

There was considerable discussion about measures the public can take to help prevent victimization of young adults. Suggestions included programs for fingerprinting children, runaway prevention services and counselling, missing person and runaway hotlines and increased emphasis on public education.

Fingerprinting of children: Many pros and cons exist.

Several witnesses advocated continued and increased use of programs for fingerprinting children.[27] In most programs already underway, the prints are kept at home (for privacy reasons) for future use should the child disappear. Another objective of fingerprinting is to make parents and children more aware of the potential for being abducted so they can take other precautions. In addition, one assistant state's attorney testified that fingerprints can be useful in prosecutions.

Other witnesses, however, charged that fingerprinting children is merely a politically-motivated program that has little or no value, either for protecting children from abduction or for aiding in the investigation of a disappearance. Some witnesses, including law enforcement personnel, warned that rather than alerting parents and children to the dangers of abduction, fingerprinting gives them a false sense of security and that large-scale programs are probably not worth the cost.

Other witnesses testified that fingerprints could be damaged or rendered useless by improper handling and storage at home. Some suggested that prints be stored either in school files or in a central repository. Most parents who testified are opposed to a central repository for privacy reasons. Also, a representative from the State Board of Education testified that schools should not keep noneducational materials such as fingerprints in school files. However, schools could be made available for hosting voluntary fingerprint programs conducted by police or parents.

Photo and other data are more useful to police.

There was, however, general concensus that if a child disappears, it is vital parents be able to quickly supply police with a current photograph of the child and accurate physical descriptors. Such information benefits police more than a copy of the person's fingerprints when they are conducting a search for a missing person.

---

[27] More than 121,000 children were fingerprinted in police and community-sponsored programs throughout Illinois in 1983. These same agencies project an additional 37,000 children will be printed in 1984. These figures do not include data from the Chicago Police Department, which instituted a child fingerprinting program in October 1983.

One Illinois law enforcement agency has attempted to combine privacy concerns of information about children with useful and timely data for investigating child disappearances. The agency developed a Child Information Packet (ChIP), which contains a current photograph and descriptive information about the child (*e.g.*, birthdate, height, weight, *etc.*). This packet, which is kept by parents, is readily available to assist police should the child disappear. Fingerprints can be included in the packet if the parents want, but the packet contains other information that is usually more useful to police in missing person investigations. This police department found that while many parents did not want their children fingerprinted, there was virtually 100 percent participation with the ChIPs. Although use of these packets typically has been geared toward school-aged children (less than 17 years old), parents of 17 to 21 year-olds could keep such an information packet as well. (See Appendix I for an example of a ChIP.)

Runaways: They and their families need services.

Also raised several times at the hearings was a concern that more attention should be focused on runaway prevention. Several witnesses argued that if troubled children and their families were more aware of programs and services available to them, there might be fewer runaways and less demand on police services for missing person calls. Specifically advocated were follow-up programs and services for runaways after they return home. These services could include referrals for counselling, drug or alcohol treatment programs and shelters for abused young people.

Other witnesses urged increased publicity of toll-free runaway hotline numbers in Illinois. These hotlines provide services, such as referrals to shelters, to runaways already on the street and act as liaisons between runaways and parents by relaying messages from runaways to their homes without disclosing their location. These hotlines also counsel those who are contemplating running away, but are still at home. (See Appendix H for a list of national runaway hotlines and support agencies.) One witness voiced frustration about laws concerning "found" missing persons. Another parent of juvenile complained about the section in the Juvenile Code that permits police to hold a found runaway for only six hours.[28] A case was revealed where a child had been released while the parents were en route to pick him up, with the parents learning of the release after they arrived.

Prior to 1983, State law treated running away as a status offense for juveniles, and police had jurisdiction to detain and charge runaways. This system was inherently coercive, because police often had to physically restrain the runaway if he or she attempted to evade apprehension. The potential for injury to both juvenile and police officer was great. In addition, police could find themselves assisting worried parents who wanted their children returned, only to be criticized by the same parents for using force to restrain the juvenile. The Juvenile Court Act was changed in 1983 to provide procedures for law enforcement officials, crisis intervention agencies and the Juvenile Court to intervene in juvenile runaway situations. As a result, much of the coerciveness of police intervention in such cases has been eliminated.

---

[28] See the Juvenile Court Act, Ch. 37, par 703-1.1 and 3.1.

39-879 O - 85 - 15

Eavesdropping law: Monitoring is restricted in kidnapping cases.

Several law enforcement officials testified that current Illinois law severely restricts the use of eavesdropping in kidnapping cases. In Illinois, electronic monitoring (eavesdropping) can be undertaken only with the consent of one of the parties being monitored. This law poses a problem for law enforcement officials investigating kidnappings. For example, if police suspect a kidnapper is holding the victim in the kidnapper's home, even with a warrant they cannot "bug" the home to determine whether the victim is still alive, because neither party (the kidnapper nor the victim) has consented.

It is unclear under current law whether parents of kidnapped minors may legally give consent to allow police to eavesdrop in the course of an investigation. At the hearings, it was suggested that Illinois law be modified to permit, in certain circumstances and with a warrant, eavesdropping in kidnapping situations.

Cults: An important issue, but beyond this study's scope.

A parent at the Springfield hearing testified about the problems facing parents when their adult children leave home to join a "cult." The parent expressed frustration over the lack of legal or other recourse a parent has in such situations, even if the parent believes the child is the victim of mind control.

While concern about cults is certainly an important issue in Illinois and nationwide, it is beyond the scope of the present report to recommend policy for dealing with the issue.

Recommendations

Standardized information packets may be more useful than fingerprints.

1. Many of the arguments for and against fingerprinting programs have merit. Alternative programs, such as standardized information packets, may be a good balance between warning parents and children of the risks of abduction and providing useful investigative information to police in the event of a disappearance. Such programs could be administered by local service or school organizations, and should be available to persons of all ages, not just school-aged children.

Increase public education about missing persons.

2. There should be increased public education, through cooperative efforts of the schools, media and law enforcement agencies, about the issues of missing young people and available services, including those for runaways.

Chronic runaways need help.

3. Communities should provide services and programs specifically geared to help repeat runaways and their families, in order to relieve law enforcement agencies from the burden of conducting numerous investigations and searches for repeat runaways.

Permit eavesdropping in suspected kidnapping cases.

4. The General Assembly should modify Illinois law to establish a procedure for permitting non-consensual electronic monitoring in kidnapping cases.

Develop educational materials on preventing abductions.

5. The State Board of Education should collaborate with social service agencies, including the Department of Children and Family Services and State and local law enforcement agencies, to develop educational materials on how to prevent children and young adults from being abducted or molested. In addition to using the media and police programs to increase public awareness and education, parent/teacher groups (PTA's and PTO's) should be encouraged to have special programs on these issues.

CONCLUSION

Common theme: Police must collect adequate information before classifying any missing person.

If a common theme emerged from the hours of testimony and months of research supporting this report, it was this: police should gather complete and accurate information before classifying any person as missing either voluntarily or involuntarily. Parents, law enforcement officials, social service professionals and other experts echoed this sentiment. Without sufficient information, proper handling of missing person cases is extremely difficult and is too often left to chance.

This report addresses several information issues. First and foremost, it recommends immediate and official elimination of the so-called "24-hour rule" for delaying action in missing person reports. (This "rule," which is neither State law nor Department of Law Enforcement policy, currently is used by as many as one-third of the police departments in Illinois, according to a DLE survey.) Agreement on ending this delay policy was nearly unanimous among witnesses testifying at the Schaumburg, Carbondale and Springfield public hearings. This recommendation is especially important for 17 to 21 year-olds, the age group we were asked to study, because when these people disappear, police often assume they have left voluntarily.

The report, however, does not recommend that police conduct searches for every reported missing person, nor does it recommend that police practices in these cases be strictly legislated. It is recognized that police officers are generally best trained and most equipped to handle missing person cases, and they must be allowed the flexibility to tailor their law enforcement methods based on resources and other circumstances. Rather, we recommend that professional standards for how police should handle missing person reports be developed by professional law enforcement associations.

Missing person computer systems are most effective when all agencies participate fully.

Another common sentiment expressed by witnesses and other experts was a call for increased use of computer resources in missing person cases. Parents especially voiced great confidence in the computer's ability to assist in these cases. However, our research found that the missing person components of law enforcement systems currently used in Illinois and nationwide provide only limited investigative capabilities for missing person cases. Currently, the missing person components of Illinois' Law Enforcement Agencies Data System (LEADS) and the FBI's National Crime Information Center (NCIC) computers are used mainly for identifying persons or bodies already found and not for tracking down missing persons.

Still, existing computer systems, if enhanced, can be useful in two ways:

1. For immediate recording of missing person reports and for alerting nearby law enforcement agencies;

2. For providing a researchable data base for statistical information about missing persons.

To be effective law enforcement tools, these systems must be used by all eligible police agencies, and these agencies must enter timely and accurate data.

This report recommends that not only should police not delay investigation of missing person cases for 24 hours, they also should not wait, 24 hours or otherwise, to enter a missing person report into State and national missing person data bases. The report recommends that computer entry be made as soon as all information needed to make the entry has been collected.

The report also urges DLE to evaluate its current policies regarding use of administrative and automatic messages sent via teletype over LEADS. DLE currently discourages use of administrative messages (free-form bulletins that individual police departments can send to other agencies statewide or regionally) in missing person cases. Also, LEADS does not automatically generate teletype messages for missing person reports, as it does for reports of wanted persons and stolen vehicles.

Computers must be enhanced to provide more complete and useful data about missing persons.

An equally important component for improving these systems is enhancing their ability to store complete and useful statistics about missing persons. During six months of research, we were unable to locate a comprehensive State or national data set containing information on the number and types of missing persons. Enough bits and pieces of information were uncovered to question some of the statistics commonly reported by the media and private support organizations on the number of persons abducted by strangers. Still, our attempt to pin down quantitatively the scope of the problem was for the most part unsuccessful, simply because no systems contain the necessary information.

Enhancing current law enforcement systems so they will have more precise and more useful statistics about missing persons should be the immediate top priority for policy makers confronting missing person problems. Without accurate data detailing how many persons are missing, under what circumstances they disappeared and what happened to them, effective policy making on this issue will be extremely difficult.

This report recommends several ways to improve the researchability of the LEADS missing person component. To enhance researchability on the national level, some of these recommendation could conceivably be incorporated into NCIC's missing person component as well. The report recommends that LEADS be reprogrammed to include additional and more specific categories for missing persons beyond the four entry criteria currently used. One important change involves including a category for disappearances from "unknown circumstances" for both juveniles and adults; currently, the system does not allow such an entry for persons 18 and older.

The report also recommends changes for how records, once they have been entered, are cleared from the system. LEADS should be modified to distinguish among persons returning home voluntarily, abductees returned safely and dead bodies recovered and identified. This change should help provide future researchers and policy makers with quantitative documentation of the different types of missing persons in Illinois and what happened to them.

Profile suggestion fell victim to lack of reliable missing person data.

Another issue identified in *House Resolution 348* was the development of a profile of a missing young adult not likely to have run away and therefore more likely to be a victim of foul play should he or she disappear. In a sense, the profile suggestion fell victim to the lack of reliable data about missing persons. We were unable to locate any comprehensive data set that spelled out the characteristics of runaways versus non-runaways. An analysis of one survey containing questions about runaway behavior revealed some characteristics that might distinguish 15 to 17 year-old runaways. In addition, several social service professionals related at the hearings some common indicators of both runaways and non-runaways. Nevertheless, instead of providing us with a sharp profile whose edge is clearly defined, these behavioral indicators present a rather amorphous shadow whose shape is suggestive but ill-defined. While they are certainly important factors that police should consider in any missing person case, these indicators fall far short of providing the type of reliable discrimination between runaways and non-runaways that we seek.

Aside from being unable to construct a definitive profile at this time, some witnesses questioned how worthwhile such a profile would be were it available. Because there is a certain randomness to criminal victimization, some law enforcement officials said that using a profile could cause some victims to be improperly classified as runaways, and some runaways as victims.

Given these considerations, the report recommends that efforts to develop a profile be redirected toward improved and faster information gathering by police. While the report leaves open the possibility for developing such a profile in the future, for now it sees improved information collection as a better tool to help police distinguish between runaways and potential crime victims.

Better police and parent cooperation is needed in missing person cases.

In addition to these three main issues, the report briefly addresses several other concerns raised during the hearings but not mentioned specifically in the House's resolution. These issues include child fingerprinting programs, services to help repetitive runaways and their families, Illinois' eavesdropping law as it relates to kidnappings, jurisdictional questions and public education about the problem of missing young adults.

One last "issue" that cropped up during the hearings is an apparent tension that exists between many parents of missing children and the police. Some parents complained that police were insensitive to their intuition about their missing children and were too quick to classify many of them as runaways. Police, on the other hand, complained that parents do not always provide complete and pertinent information during a police investigation and often try to involve police in family matters.

This report offers no single recommendation to help solve this problem, although our recommendations for improved information collection by police should help. Still, police must be sensitive to the anguish and pain parents often feel when their children disappear, even if they have run away. Parents, on the other hand, must realize that most police departments operate in a world of limited resources and excessive demands.

Probably the best way to diffuse this tension is through increased communication between the community and police. Representatives of several organizations, including the Illinois Association of Chiefs of Police and the State Board of Education, offered their groups' services for providing a forum for public education about the issues of missing persons. It is hoped that the public hearings we held and this subsequent report also have helped lay the foundation for better cooperation between police and parents.

SUMMARY OF RECOMMENDATIONS

This section summarizes all of the recommendations contained in this report. Detailed information supporting these recommendations can be found in the individual sections in which the recommendations are presented.

1: Police Response in Missing Person Cases (pages 11–15)

1. There should be no waiting period between the time a parent or guardian decides a child is genuinely missing and the time the disappearance is reported to the police. There also should be no waiting period between the time the police receive the missing person report and the time they act on the report by attempting to gather additional information about the case. This response should be in the form of in-person interviews with the parent or complainant, the missing person's friends and other relevant witnesses.

2. The Department of Law Enforcement (DLE) should notify all law enforcement agencies in Illinois that there is no statewide 24-hour waiting period policy in missing person cases, and all future training sessions conducted by DLE and other police training academies should expressly note this fact. Similarly, the Authority and organizations such as the Illinois Association of Chiefs of Police (IACP) and the Illinois Sheriffs' Association (ISA) should notify their members of this finding.

3. Instead of statewide legislation, the IACP and ISA should draft professional standards for handling missing person reports and gathering information in these cases. The Authority should coordinate these efforts.

4. In missing person cases involving multiple police jurisdictions, the police agency where the complainant lives should be responsible for initiating the missing person investigation and for notifying other agencies of the disappearance. The IACP and ISA should adopt this recommendation and publicize it to their members.

5. When a ward of the State is reported missing, DCFS employees should not wait 24 hours before contacting the police.

6. The General Assembly should change the law regarding privacy of mental health records to allow for police access to: a) information useful in locating a person reported missing from a mental health facility; and b) *identification only* information that would confirm or deny whether a person reported missing is residing in a mental health facility, and to allow for notification of police if the person is admitted at a later time.

2: Identifying Endangered Missing Persons (pages 17-21)

1 The goal of establishing a profile of involuntarily missing young adults should be redirected in favor of more thorough and timely information gathering by police in missing person cases. Also, the public should be educated in measures to help prevent abductions.

2. The Authority should continue to monitor national research into the problems of missing children and young adults and should publicize important developments and relevant information throughout Illinois.

3: LEADS as an Investigatory Tool (pages 23-32)

Law Enforcement Recommendations

1. Illinois law enforcement agencies should enter *all* eligible missing person reports, including runaways, into LEADS as soon as the minimum information required for entry is collected. In no cases should there be a 24-hour delay for entering a missing person report into LEADS. DLE should conduct training for LEADS users stressing this recommendation. In addition, the LEADS manual should be updated to emphasize this point.

2. In light of Recommendation 1, the Chicago Police Department should more fully participate in the State and national missing person data bases by entering missing person records into LEADS in a more timely fashion. Because of problems of interfacing the Chicago Police Department's internal missing person computers and LEADS, and because of the sheer volume of its missing person cases, the Chicago Police Department's participation in LEADS will necessarily differ slightly from that of other Illinois law enforcement agencies.

3. DLE should: a) evaluate its policy of discouraging use of administrative messages in missing person cases; b) develop criteria for when such messages should be sent and to which law enforcement agencies; and c) evaluate the pros and cons associated with reprogramming LEADS to automatically transmit all missing person record entries, both regionally and statewide. These evaluations should determine what impact on the system increasing the volume of messages will have. If the system can feasibly be changed to accommodate an increase in messages, then this reprogramming should be done.

4. DLE should publicize the procedures for parents, guardians or next of kin to confirm LEADS and NCIC missing person entries.

Research Recommendations

1. The current four criteria for entering a missing person record into LEADS should be changed to two separate fields:

a. Disabilities/impairments (none/detail)

b. Suspected circumstances:
Juvenile: runaway
Juvenile: parental abduction
Juvenile: foul play
Juvenile: unknown circumstances
Adult: foul play
Adult: unknown circumstances

These fields would provide more detailed information about the circumstances of disappearances in Illinois. The system should be programmed to enable Illinois records entered in these categories to be converted automatically to the four NCIC categories for entry in the national data base.

2. DLE should resume notifying agencies when a missing person record they entered is purged from the active data base at the time the person reaches age 18.

3. DLE should modify categories for clearing or cancelling records, such that the system will distinguish among persons returning home voluntarily, abductees returned safely and dead bodies recovered and identified.

4: Other Issues Raised at the Hearings (pages 33–36)

1. Many of the arguments for and against fingerprinting programs have merit. Alternative programs, such as standardized information packets, may be a good balance between warning parents and children of the risks of abduction and providing useful investigative information to police in the event of a disappearance. Such programs could be administered by local service or school organizations, and should be available to persons of all ages, not just school-aged children.

2. There should be increased public education, through cooperative efforts of the schools, media and law enforcement agencies, about the issues of missing young people and available services, including those for runaways.

3. Communities should provide services and programs specifically geared to help repeat runaways and their families, in order to relieve law enforcement agencies from the burden of conducting numerous investigations and searches for repeat runaways.

4. The General Assembly should modify Illinois law to establish a procedure for permitting non-consensual electronic monitoring in kidnapping cases.

5. The State Board of Education should collaborate with social service agencies, including the Department of Children and Family Services and State and local law enforcement agencies, to develop educational materials on how to prevent children and young adults from being abducted or molested. In addition to using the media and police programs to increase public awareness and education, parent/teacher groups (PTA's and PTO's) should be encouraged to have special programs on these issues.

APPENDICES

A: HOUSE RESOLUTION 348

WHEREAS, The number of young adults between the ages of 17 and 21, who are unemancipated, reported as missing each year is steadily increasing and it is with disturbing frequency that the disappearance of a young adult results in a tragic death; and

WHEREAS, A significant proportion of these missing persons are young adults who have established a pattern of behavior marked by consistency and predictability which provides no apparent explanation for their disappearance; and

WHEREAS, It is a common police practice to defer action on missing persons reports for a 24 hour waiting period; and

WHEREAS, The lives of these young adults may be saved by reducing the time between the receipt of a missing person report and the taking of a response action; therefore, be it

RESOLVED, BY THE HOUSE OF REPRESENTATIVES OF THE EIGHTY-THIRD GENERAL ASSEMBLY OF THE STATE OF ILLINOIS, that we request the Criminal Justice Information Authority and the Department of Law Enforcement to study and report to this General Assembly, on or before April 1, 1984, with regard to the efficacy of the policy of deferring action on reports of missing young adults for a 24 hour period; and, be it further

RESOLVED, That the Criminal Justice Information Authority in conjunction with the Department of Law Enforcement hold public hearings to obtain testimony dealing with the establishment of a profile of a young adult whose disappearance is a significant deviation from the established behavior patterns, and be it further

RESOLVED, That these public hearings lead to the establishment of a uniform statewide policy with which law enforcement agencies can evaluate the disappearance of a young adult with the goal of taking the most effective response action; and be it further

RESOLVED, That the Criminal Justice Information Authority and the Department of Law Enforcement study the feasibility and benefit of utilizing the Law Enforcement Agencies Data System (LEADS) computer operation to facilitate the exchange of information with regard to these missing young adults, and, be it further

RESOLVED, That suitable copies of this preamble and resolution be delivered to the Chairman of the Criminal Justice Information Authority and to the Director of the Department of Law Enforcement.

B: LIST OF WITNESSES

Federal Agencies

Federal Bureau of Investigation, Chicago Division
Milt Ahlerich

Federal Bureau of Investigation, Springfield Division
James A. Bourke

U.S. Attorney's Office, Central District of Illinois
Ellen Schanzle-Haskins

U.S. Attorney's Office, Southern District of Illinois
Clifford Proud

Illinois State Representatives

The Honorable Doris Karpiel, Roselle
The Honorable Judith Koehler, Henry

Illinois Agencies

Department of Children and Family Services
Gary Bartolameolli
Delinda Chapman
Phyllis Robinson
Bruce Rubenstein
Dennis Stuckey
Jim Winters

Department of Law Enforcement
Darrell Bartz
Don Cash
James Finley
Rolland Smith
Gary Traylor
Richard White

Department of Mental Health and Developmental Disabilities
Stephen Andersen

Guardianship & Advocacy Commission
Sandra Klubeck, director

State Board of Education
Dr Sally Pancrazio

Municipal, County and University Criminal Justice Agencies

Chicago Police Department
Commander Patrick M. Clark

Cook County Sheriff's Office
Greg Bedoe
Joseph Hein

Cook County State's Attorney's Office
William J. Kunkle

Des Plaines Police Department
Michael Clark
Joseph Kozenczak
Larry Zumbrock

Fairview Heights Police Department
Chief Roger Richards

Forest Park Police Department
Charles Whelply

Franklin County Sheriff's Office
Sam Fleming
William Wilson

Greenville Police Department
Chief John King

Illinois State University, Normal
Keith Gehrand

Jackson County Probation Office
Mark Berkowitz

Jackson County Sheriff's Office
Sheriff William J. Kilquist

Southern Illinois University, Carbondale
Carl Kirk

Streamwood Police Department
Chief Howard A. Cornell

Social Service Agencies and Professional Consultants

Associates in Adolescent Psychology, Skokie
Marvin J. Schwarz, M.D., J.D.

Aunt Martha's Youth Service Agency, Park Forest
Ethel Mull

Department of Law Enforcement, Psychological Services
Dr. James Chandler
Dr. Noble Harrison

Illinois Association of Chiefs of Police
Chief John Bullaro, West Chicago (former president)
Chief Wilbert Reichert, Carol Stream

Mary Bartelme Homes, Chicago
Marianne West

Metro Help, Chicago
Cynthia Myers

National Juvenile Law Center, St. Louis
Harry Swanger, executive director

Psychosomatic and Psychiatric Institute,
Michael Reese Hospital, Chicago
Eric Ostrov, J.D., Ph.D.

Private Citizens

Concerned Citizen I
Concerned Citizen II
James Crowner, professor, Southern Illinois University, Carbondale
Marion Doran, Naperville
Joyce M. Griffith, East Moline
Stanley Platacis, Hoffman Estates
Agnes Stirn, Woodridge
Delphine Wright, Streamwood
Donald Wright, Streamwood

C: SUMMARY OF PUBLIC HEARINGS

This appendix contains detailed summaries of the major points raised during the three public hearings on missing young adults held last fall.

Schaumburg: October 28, 1983

1. Identifying the profile of a person who is missing involuntarily will be extremely difficult.

2. Police policies and procedures in missing person cases should not be legislated by the General Assembly.

3. There is general concensus in favor of eliminating any "24-hour rule" for all missing persons in danger. All missing persons reports should be entered immediately into LEADS/NCIC as as soon as they are accepted, regardless of whether the report will be investigated. (There is still a question whether this policy change should apply through age 21.)

4. The "24-hour rule" might have come about from the Federal Kidnapping Statute (18 USC 1201), which raises a presumption of transportation in interstate or foreign commerce after 24 hours have elapsed.

5. The address and telephone numbers where parents can confirm that a missing person report has been entered into LEADS/NCIC should be made public.

6. A voluntary child fingerprinting program in which parents retain the prints was uniformly supported.

7. The idea of having LEADS automatically broadcast to all agencies in a State Police district that a person is suspected to have disappeared as a result of foul play should be considered.

8. Interfacing LEADS with other State computer systems (such as the Department of Children and Family Services' and the Department of Mental Health and Developmental Disabilities' systems) should be considered to make information available to law enforcement when a missing person might be in danger.

9. Seventeen to 21 year-olds can fall through the cracks in the police and social service system.

10. Voluntary runaways are very likely to become victimized, especially if they run away frequently.

11. Illinois law should be modified to permit eavesdropping in kidnapping situations and use of the evidence obtained.

12. The Authority should consider a statute absolving police of liability when dealing with 18 to 21 year-olds in good faith.

13. Parents are concerned that police often disregard the parents' intuition of danger and that police often act as though they know the children better than the parents do.

Carbondale: November 17, 1983

1. As a practical matter, the FBI has abandoned the "24-hour rule," and it enters information into NCIC immediately.

2. Identifying the profile of a person who is missing involuntarily will be very difficult, and the FBI profile unit should be consulted for assistance.

3. Each state's definition of "adulthood" will govern entry of missing juvenile information into NCIC.

4. There may be some legal or constitutional problems with: a) initiating a search for an adult when there is no indication of foul play, and b) keeping parents apprised of the results of the search.

5. The General Assembly generally should not legislate policies and procedures on criminal justice agencies.

6. Contrary to support expressed in Schaumburg, a voluntary child fingerprinting program was not uniformly supported and was not viewed as a top priority. It was described as a quick-fix situation that does not prevent a person from disappearing and often provides parents and the community with a false sense of security. Instead, there was support for preventative techniques such as parental education and the creation of up-to-date information packets containing photographs, medical records and other descriptive information. While there was some benefit recognized with fingerprinting programs, preventative techniques were felt to be generally preferable.

7. There was a considerable split in opinion on whether a national central repository of fingerprints should be created and whether fingerprints should be kept in some local or regional repositories, such as schools, once a person has been reported missing.

8. Establishing a special LEADS category for 17 to 21 year-olds also was thought neither to be useful nor wise. The same procedures should be followed when searching for *anyone* thought to be a victim of foul play.

9. There was strong support for making public the addresses and telephone numbers where parents can confirm that a missing person report has been entered into LEADS/NCIC. It also was suggested that LEADS and NCIC be reprogrammed to capture information about where parents can be contacted (*i.e.*, parental phone number).

10. One suggestion for relieving law enforcement agencies from the burden of conducting numerous searches for repetitive runaways was to provide more services and programs to help runaways deal with their problems.

11. An apparent inconsistency was noted about how juvenile runaways are handled. Illinois juvenile runaways can be held by a law enforcement agency for up to six hours only; an out-of-state juvenile runaway can be held by Illinois agencies for longer periods of time under interstate compact agreements.

12. There was concern on the part of police agencies that parents are not the most reliable source of information when a child has run away and that any investigation must include contacting friends and school officials.

13. Illinois law should be modified to permit eavesdropping in kidnapping situations. Such a law should be structured around criteria similar to obtaining a search warrant.

14. It was generally agreed that missing person reports should be entered into LEADS/NCIC as soon as possible (normally within an hour), regardless of whether the report will be investigated. The only exception noted to this general principle was with respect to persons who are known to run away repeatedly.

Springfield: December 2, 1983

1. Some members of the public are under the erroneous impression that 24 hours must elapse before local law enforcement officials will begin to look for missing children.

2. Parents often feel helpless when their children run away, and there is a lack of support programs to help families deal with problems after the children return.

3. Some parents appear to be confused as to whether they are responsible for their children older than age 18 who are still living at home.

4. Some parents feel that if they are still legally responsible for the actions of their children who are under age 18, these juveniles should not have the right to stay at another location without parental consent. Laws permitting this situation should be changed, they said, and police should be permitted to forcibly remove children under the legal age and return them to their parents, once a parent has been apprised of the risks and has authorized the police to do so.

5. There was disagreement as to whether current laws should be changed to require police to detain runaway children for extended periods until parents can pick them up.

6. It was pointed out that current police practices and laws send mixed messages to teenagers. They are told that 16 year-olds who commit crimes will be treated as juveniles, while 16 year-olds who disappear are often presumed to have left voluntarily and are not pursued by police (in essence, they are treated as adults).

7. State agencies should cooperate and pool their resources to share useful information in runaway or missing person cases.

8. The FBI does not wait 24 hours to initiate a missing person investigation if there is information indicating that an abduction has occurred.

9. Recently, the FBI began using the Fugitive Felon Act, under certain circumstances, to intervene in parental kidnapping cases.

10. The Illinois eavesdropping law should be modified to permit monitoring in kidnapping and missing person situations.

11 Current Illinois law prohibits law enforcement access to Department of Children and Family Services child abuse and neglect records, and even prohibits police from learning if a child has previously been reported abused or neglected. DCFS should be able to confirm or deny for law enforcement officials whether a child has been reported abused or neglected. While modification of the law should be considered, the benefits in sharing information eventually will have to be measured against guaranteed privacy rights of child abuse victims.

12. Eight percent of DCFS wards between the ages of 17 and 21 are currently listed as runaways.

13 Depending on the circumstances of the case, DCFS usually waits 24 hours to see if a child has definitely run away before reporting the disappearance to the police.

14 There are relatively sound data on the number of children enrolled in the Illinois public schools, but there are relatively little data on the number of children enrolled in nonpublic schools. The State Board of Education estimates that approximately 3,000 children between the ages of 5 and 17 are unaccounted for. Clearly, some unknown percentage of that number could be missing. The problem lies in not having an accurate, ongoing statewide census of Illinois children up to age 21.

15. Schools share a custodial role with families and should collaborate with social agencies (including DCFS and law enforcement) to develop information on how to reduce the probability that children and youths will be abducted, molested or harmed. Parent education programs through local parent/teacher groups should transmit this information.

16. If desired by the community, schools can be used for parental education and voluntary fingerprinting programs. However, schools should not assume responsibility for maintaining fingerprints. Fingerprints are not an appropriate information item to be maintained in school student records.

17. Principals and teachers should be advised on how to assist families and law enforcement officials during the critical early hours when a child is initially reported missing.

18 Under current law, it is reasonable to interpret that law enforcement officials have legal access to student records in cases where there is serious threat to the student's safety.

19. About 13 percent of unauthorized absences from Department of Mental Health facilities involve 13 to 17 year-olds. However, the predominant number of unauthorized absences are for adults.

20 The capability for automatically broadcasting that a person is missing exists within LEADS, although it is not currently done. However, it would be difficult to define what the automatic broadcast area should be.

21. Records of missing persons entered as juveniles are automatically purged from LEADS at the date of emancipation. Since the agency that entered the record originally is not notified of this purge, the agency cannot know to reenter the information if the person is still missing.

22. The Guardianship & Advocacy Commission would support a limited amendment to the Illinois Mental Health and Developmental Disabilities Confidentiality Act that would enable a public or private facility to confirm or deny a person's presence in a mental health facility or to have an agreement to contact a law enforcement agency should the missing person be later admitted to the facility.

23. The Authority should proceed cautiously and avoid recommending new laws that are not really needed, especially in the area of juvenile rights and confidentiality.

24. About 8 to 10 percent of children run away at least once.

25. Runaways are not just young adults who have decided to leave voluntarily. The bona fide adolescent runaway is psychologically disturbed with marked emotional and familial problems. While police response to a suspected abduction should be swift and intense, routine runaways should not be ignored because they too are likely crime victims.

26 Developing a profile to predict behavior may not be possible. However, other types of profiles may have practical benefits to police. Profiles could provide indicia of how serious a disappearance may be and what degree of resources should come into play in attempting to track down a missing person.

27. There are several indicators of when a person may be missing involuntarily. They include: a) no history of previously running away; b) satisfactory school adjustment within limits; c) satisfactory work history, if any; d) reasonable adherence to parental rules; e) general parental approval of friends; f) no previous juvenile or adult record; g) no serious previous threats or plans to leave home; and h) no history of emotional problems.

28. Substantial improvement in handling missing person cases could be made if various police organizations (such as the Illinois Association of Chiefs of Police and Illinois Sheriffs' Association) would develop a model statewide policy and a model training manual or pamphlet to be used in handling preliminary investigations.

29. Police cannot depend solely on information reported by parents. They often get better information from school officials and friends.

30. All missing juveniles should be immediately entered into LEADS, especially if the child is not a frequent runaway. There should be no "24-hour rule" when there are indications of foul play, or when persons are physically, mentally or medically unable to take care for themselves (including senior citizens).

31. Because most missing person reports turn out to be runaway cases, most police agencies place a relatively low priority on them. Officers who deal with missing persons must be trained so as to recognize various emotional or behavioral problems that could manifest themselves in runaway behavior.

32. As many as 3 million persons may be members of religious cults. There needs to be more education and support for family members who must deal with the loss, and sometimes return, of persons from cult experiences.

33. While runaways tend to come from broken and lower class families, loss of children to cults tends to be associated with well-adjusted middle class homes.

34. Mind control and cult indoctrinations often are indicated by a sudden and severe swing in the person's personality.

D: QUANTITATIVE EXAMINATION OF RUNAWAY BEHAVIOR

One goal of this project was to establish a profile of a young adult "whose disappearance is a significant deviation from the established behavior patterns." The ability to discriminate between people who are voluntarily missing (*i.e*, runaways) and those who are involuntarily missing is crucial to police decision making in any missing person case. Were it possible to discriminate accurately between runaways and those missing for other reasons, this information would provide police with a useful tool for allocating their resources in missing person cases.

In attempting to create this profile, two types of information were gathered. First, the experiences of social service and law enforcement professionals with knowledge of both voluntarily and involuntarily missing young adults were collected. This resulted in separate lists of characteristics that may apply to runaways and non-runaways, respectively (see page 19). However, these characteristics by themselves were found to be insufficient indicators of whether a person is missing voluntarily or involuntarily.

Second, an attempt was made to find data showing statistically reliable differences in the characteristics of runaways and non-runaways. It was hoped that statistically proven characteristics, combined with the knowledge and practical experience of social service and law enforcement professionals, would provide enough information to establish a profile.

While there appear to be no comprehensive data sets containing information about young adults who disappeared involuntarily (the type of data set most useful for establishing a profile), a data set containing characteristics of runaways was located. This data set was analyzed thoroughly with two goals in mind: first, to establish statistically reliable figures on the number of runaways in the United States (as was shown in *Scope of the Problem*, the most frequently quoted figures on the annual number of runaways are estimates with little or no statistical basis); and second, to see if the data set could provide characteristics for the profile.

This data set, the National Longitudinal Survey of Labor Force Behavior--Youth Cohort, is a survey of a representative national sample of people who were ages 14 to 21 in 1979. An important attribute of this data set is that it contains both runaways and non-runaways; therefore, it allows for a comparison of those two groups with some confidence in the applicability of the findings to the general population of 14 to 21 year-olds.[1]

[1] The National Longitudinal Survey of Labor Force Behavior--Youth Cohort is an annual national survey of 12,686 young people throughout the United States. The survey is sponsored by the U.S. Departments of Labor and Defense under a grant to the Center of Human Resource Research at Ohio State University. The questionnaire centers on the respondents' education, job training and work experiences, with additional questions on a variety of related issues which change from year to year. A question on one such issue--runaway behavior--appeared on the 1980 questionnaire, and it is the basis for this analysis. For more information about the survey, contact the Authority.

Frequency of Runaway Behavior

One advantage of having a sample that is representative of the U.S. population of young people is that it provides an accurate estimate of the number of children who run away from home in a year's time.[2] Based on the number of people in the sample who reported ever having run away, *Table 1* shows the estimated number of juveniles between ages 15 and 17 who ran away at least once in 1979 in the United States, Illinois and Chicago.

Table 1

MORE FEMALES THAN MALES RUN AWAY AT LEAST ONCE:
The estimated number of 15 to 17 year-olds who ran away one or more times during 1979

UNITED STATES

AGE	MALE	FEMALE	TOTAL
15	96,285	98,508	194,793
16	225,660	254,994	480,654
17	174,956	202,210	377,166
TOTAL	496,901	555,712	1,052,613

STATE OF ILLINOIS

AGE	MALE	FEMALE	TOTAL
15	6,330	6,583	12,913
16	11,121	12,915	24,036
17	9,924	10,628	20,552
TOTAL	27,375	30,126	57,501

CITY OF CHICAGO

AGE	MALE	FEMALE	TOTAL
15	1,573	1,662	3,235
16	2,742	3,289	6,031
17	2,463	2,748	5,211
TOTAL	6,778	7,699	14,477

[2] It should be noted that the purpose of the survey was not to examine runways. Indeed, there was only one question out of several hundred that dealt with runaway behavior. This question was asked only of those respondents less than 18 years old, since emancipation generally is assumed at that age.

Nationally, more than 1 million 15 to 17 year-olds (9.3 percent of the population in that age group) are estimated to have run away from home in 1979. For each of the three ages, the estimated number of female runaways exceeds the number of males. Using the age specific population at the national and State levels, the frequency of runaway behavior in Illinois can be estimated.[3] In Illinois, 57,501 15 to 17 year-olds are estimated to have run away at least once in 1979. This constitutes 9.1 percent of the State population for that age group. Extrapolating data to the city level indicates that in 1979, an estimated 14,477 15 to 17 year-olds in Chicago ran away at least once, or 9.1 percent of the population in that age group.

Table 2 views the runaway situation from a slightly different perspective: the number of runaway *incidents* in a year, rather than the number of *people* who ran away at least once in a year. The incident figure is probably more important than the head count when considering the potential need for police action. Many juveniles in the sample reported running away more than once. The survey records the number of runaway incidents reported by each respondent in the following categories: 1, 2, 3 to 5, 6 to 10, 11 to 50 and more than 50 incidents. These figures were used to estimate the number of runaway incidents for each group in a year's time.

The estimated number of runaway incidents per year, based on self reported behavior, for 15 to 17 year-olds exceeds 2 million nationally. This corresponds to an estimated 123,658 runaway incidents per year in Illinois, or 331 incidents a day, for 15 to 17 year-olds.

Interpolating to the local level, Chicago would have had an estimated 31,051 runaway incidents involving 15 to 17 year-olds in 1979. That is 85 runaway incidents per day in the city. In actuality, the Chicago Police Department reports that it received 13,291 reports of missing juveniles of all ages in that year, or approximately 36 per day.

Even though the current figures are estimates, clearly many runaway incidents never come to the attention of police. There are perhaps several reasons for this underreporting, including:

1. *A child can run away and return without his or her parents knowing that a runaway incident has occurred. What a child experiences as running away may escape parental attention if the child returns home before the parents notice his or her absence.*

2. *Parents of children who are chronic runaways may stop reporting such incidents, because experience indicates that the child will eventually return home.*

Another fact about runaway incidents can be obtained by comparing *Tables 1* and *2*. Although females are more likely than males *ever* to run away, males are more likely to run away multiple times. In Chicago, for example, although the estimated number of females ever running away always exceeds the figure for males, the number of runaway incidents involving males always exceeds that for females. This phenomenon is especially evident among 17 year-olds, where about 50 percent more incidents involve males than females.

---

[3] This method assumes the Illinois runaway situation does not differ radically from that at the national level.

Table 2

MALES ACCOUNT FOR MOST RUNAWAY INCIDENTS:
The estimated number of runaway incidents involving 15 to 17 year-olds in 1979

UNITED STATES

AGE	MALE	FEMALE	TOTAL
15	181,329	173,717	355,046
16	531,142	500,753	1,031,895
17	545,121	336,182	881,303
TOTAL	1,257,592	1,010,652	2,268,244

STATE OF ILLINOIS

AGE	MALE	FEMALE	TOTAL
15	11,921	11,610	23,531
16	26,175	25,363	51,538
17	30,919	17,670	48,589
TOTAL	69,015	54,643	123,658

CITY OF CHICAGO

AGE	MALE	FEMALE	TOTAL
15	2,963	2,931	5,894
16	6,453	6,460	12,913
17	7,675	4,569	12,244
TOTAL	17,091	13,960	31,051

Explaining and Predicting Runaway Behavior

This portion of the analysis seeks to determine if there are demographic, social psychological or behavioral characteristics that distinguish runaways from other members of the population. The first step in this analysis was to examine bivariate associations between the variables in the survey.[4] Some of the variables examined included:[5]

[4] The term *association* is used here rather than *correlation* because correlation connotes causality, which is *not* being asserted here

[5] The operational definitions of the variables used in this analysis (*i.e.*, verbatim language appearing on the survey instruments), complete with interviewer instructions, are available from the Authority

- Demographic Variables

  Respondent's age
  Respondent's race
  Respondent's sex
  Respondent's family income
  Respondent's mother's education
  Respondent's father's education
  Mother working or at home
  Father working or at home
  Number of siblings
  Family structure (with whom the respondent lived at age 14)

- Social-Psychological Variables

  Ease of making friends at school
  Boredom with regard to school
  Feeling of personal safety in school
  General attitude toward school
  Respondent's beliefs concerning control over his/her life:
  a. *I don't have enough control over the direction of my life.*
  b. *When I make plans I am almost certain I can make them work.*
  c. *Getting what I want has little or nothing to do with luck.*
  d. *I feel I have little influence over what happens to me.*
  Respondent's feelings of self esteem:
  a. *I am a person of worth.*
  b. *I have a number of good qualities.*
  c. *I am inclined to feel I'm a failure.*
  d. *I am able to do things as well as most people.*
  e. *I do not have much to be proud of.*
  f. *I take a positive attitude toward myself.*
  g. *On the whole, I'm satisfied with myself.*
  h. *I wish I could have more respect for myself.*

- Self-Reported Behavior Variables

  Suspension from school
  Expulsion from school
  Arrests for crimes (other than traffic violations)
  Skipping school without an excuse
  Selling hard drugs
  Drinking alcohol or liquor without permission
  Damaging another's property
  Getting into fights at school or work
  Shoplifting
  Stealing something valued at less than $50
  Stealing something valued at more than $50
  Hitting someone
  Attacking someone with intent to kill or injure
  Smoking marijuana
  Using drugs (not marijuana)
  Selling marijuana
  Trying to con someone
  Taking a vehicle without owner's permission

Committing a burglary
Fencing stolen goods
Contributing to a gambling operation
Deriving income from illegal activity

This analysis determined that the following variables are related to runaway behavior in 15 to 17 year-olds:

1. **Suspension from school**. Respondents who reported having been suspended from school were 13.8 percent more likely to have run away at least once than those who were never suspended. This corroborates findings in studies done by Miller (1980), Horner (1973) and Adams and Munro (1979).

2. **Prior arrests**. Respondents who reported having been arrested and booked were 16.4 percent more likely to have run away than those who were never arrested and charged. Many variables dealing with illegal activities (*e.g.*, selling drugs, stealing money, participating in gambling operations) showed a high association with runaway behavior. These variables were not examined in the final multivariate model because there was no way to determine whether these activities occurred before of after the runaway behavior. That is, it could not be determined whether involvement in illegal activity led to running away or whether running away hastened or necessitated involvement in illegal activity. Miller (1980) found that two-thirds of all runaways had trouble with the law prior to running away.

3. **Self esteem**. Respondents with low scores on a self esteem index were 8.3 percent more likely to run away than those with high scores on the index. This corroborates findings by Brennan, Huizinga and Elliot (1978).

4. **Family structure**. Respondents from broken homes (*i.e.*, homes in which either the biological mother, biological father or both were missing) were 6.6 percent more likely to run away than respondents whose families were intact. Miller (1980) made a similar finding in her study.

5. **Race and sex**. White females and Hispanic females were more likely to run away than other race and sex groups.

Conclusion

Although these findings corroborate the findings of other researchers, none of the models explained enough of the variance in the dependent variable (runaway behavior) to justify confidence in their predictive power. This means that although the variables studied probably do affect runaway behavior, there are other unmeasured or unmeasurable factors that contribute to the likelihood of a child running away.[6]

While the factors noted above are certainly important characteristics which police should consider, they fall far short of providing a profile that police can use to determine if a person has run away or is missing involuntarily.

---

[6] See Adams and Munro (1979)

METHODOLOGY

Following is a technical description of the statistical analysis performed on the national data set. Readers who are unfamiliar with statistical language and techniques may want to skip this section.

Analysis of Zero Order Association

The association of each of the independent variables with the runaway variable was examined by crosstabulation. This method was chosen over other correlational techniques because it allowed a more detailed examination of the relationships.[7] In *Table 3*, each variable has a base category, and the differences in proportion are reported relative to that category. For example, black female is the base category for the race-sex variable.[8] Approximately 6.6 percent of the black females in the sample reported running away at least once during the previous year. The percentage of white females that reported running away is 8.9. This figure is obtained by adding the "D" (difference in the proportions) for white females (.023) to the base category and converting that sum to a percent by multiplying it by 100, as shown:

$$(.066 + .023) * 100 = 8.9\%$$

The size of "D" is an indication of how different that group is from the base group. The reliability of "D" is indicated by the standard error of "D" (SE[D]). The smaller the standard error, the more reliable "D" is. The reliability of "D" is expressed by the significance level (SIG). If the significance level is .05 or smaller, then "D" is significant at at least the .05 level, a commonly accepted level of significance among statisticians. Significance at this level is an indication that the difference was not due to sampling error and that other surveys drawn from the same population would arrive at similar results. In other words, a significance level of .05 or lower indicates that the result is not a chance occurrence.[9]

Notice that the only race-sex groups that differ significantly from the base category are white females and Hispanic females. Respondents from families in which one or more of the biological parents are absent are 6.6 percent more likely to run away from home than those from unbroken homes. Respondents whose mothers have more than college educations are 5 percent less likely to run from home than those with mothers having less than high school education's.

Respondents who reported being bored with school were 6.1 percent more likely to run away than those who were not bored. Respondents with high self esteem scores were 8.3 percent less likely to be runaways than those with low scores on the self esteem index.[10]

Those respondents who reported being suspended from school were 13.8 percent more likely to run away than those who had never been suspended. Virtually all of the illegal activity questions showed significant differences with regard to running away. The ones with the largest differences are shown in *Table 3*.

---

[7] Techniques such as tetrachoric correlation and gamma measures are suitable when discrete variables are used, but much information is lost when the relationship is reduced to a single number for variables that have more than two categories.

[8] Race and sex were combined into an index because an interaction effect was discovered between these two variables and runaway behavior. That is, when examined separately, race and sex showed differences with regard to running away that changed significantly when combined or conditional relationships were studied. Combining the two variables into a single index was the easiest way to account for this interaction effect.

[9] Significance levels below .05 are indicated by an asterisk in *Table 3*.

[10] The self esteem index was a likert (additive) scale of responses to eight of 10 question concerning self esteem. Two of the items were not used in the index because they did not correlate highly with the other eight items.

Table 3

ZERO ORDER DIFFERENCES IN PROPORTIONS (D's) BETWEEN RUNNING AWAY AND INDEPENDENT VARIABLES

VARIABLE & CATEGORIES	D	SE(D)	SIG (*>.05)
Race and Sex			
Black female (Base=.066)			
White male	.023	.018	*
White female	.037	.018	.05
Black male	.013	.020	*
Hispanic male	.005	.022	*
Hispanic female	.072	.027	.01
Family Structure			
Both biological parents (Base=.069)			
One or more bio. parents missing	.066	.013	.001
Mother's Education			
Less than high school (Base=.069)			
High School	-.017	.014	*
More than high school	-.050	.015	.001
Find School Boring			
Yes (Base=.135)			
No	-.061	.019	.01
Self Esteem Index			
Low (Base=.148)			
Moderate	-.048	.022	.05
High	-.083	.021	.001
Ever Suspended from School			
No (Base=.065)			
Yes	.138	.048	.01
Ever Skip School			
No (Base=.040)			
Yes	.146	.011	.001
Steal Something Worth > $50			
No (Base=.080)			
Yes	.186	.037	.001
Sell Hard Drugs			
No (Base=.086)			
Yes	.281	.069	.001
Ever Stopped By Police			
No (Base=.078)			
Yes	.078	.019	.001
Ever Charged by Police			
No (Base=.079)			
Yes	.164	.033	.001

Regression Analysis of the Correlates of Runaway Behavior

The variables found to have significant zero order associations with running way were examined using dummy variable regression models. *Table 4* shows the results of this analysis.

Three models were used. Model A shows the results of the regression using nine variables. The three variables that are the most powerful predictors of running away in this model are *skipping school, charged by police* and *selling hard drugs*. The interpretation of the "B" coefficients in this type of analysis is quite literal. For example, the "B" coefficient for *selling hard drugs* is .19 (.1889 rounded off). This means that respondents who reported having sold hard drugs one or more times during the previous year were 18 percent more likely to be runaways than those who reported they had not sold hard drugs. The base category for race and sex is white males. The score of .05 for white females indicates that white females are 5 percent more likely to be runaways than white males with identical attributes on the other variables. With this information, the relative likelihood of a person of given characteristics running away can be determined. To do this, the applicable "B" coefficients are added to the constant. For instance, a white male (no score) who skipped school (.072) and who had been suspended from school (.067) and had low self esteem (.054) would be 17.7 percent more likely to run away than a white male who never skipped school, was never suspended and had high self esteem.[11]

There are at least two problems with Model A. First, while Model A allows the probability that an individual will run away to be predicted, the accuracy of this prediction is questionable. The R^2 associated with the model indicates that only 10 percent of the variance in the dependent variable (running away) can be explained. Most of the variance in the variable is due to factors that are not in the model. Factors that have not or cannot be measured play a large role in whether or not a child runs away. The variables included here have some explanatory power, but not enough to instill a great deal of confidence in any prediction.

Second, this phase of the analysis is concerned with causality. It is important to be able to assert that variables said to predict runaway behavior occur prior to the predicted behavior itself. With regard to the illegal activities variables, there is enough question as to whether they occurred before or after the run that they should not be entered in the model.[12]

Model B shows the results with the crime and arrest variables removed. In their place is a single variable which measures whether or not the respondent was arrested and charged more than a year before the interview (*i.e.*, prior to any runaway behavior reported in the survey). In this model, suspension from school and prior arrest are the most powerful predictors of running away. Self esteem also is a factor in this model, as is family structure and race and sex.

In Model C, the self esteem variable was removed because the self esteem of a missing child would be very difficult for police to estimate accurately, even from reports of parents and friends. Realistically, then, variables whose values can be determined by simple questions or by looking through available records remain in the model.

---

[11] To arrive at this figure, the constant (-.016) was added to the "B" scores for the appropriate variables: (-.016) + (.072) + (.067) + (.054) = .177. This sum then was multiplied by 100 to convert it to a percent.

[12] The reason more illegal activities variables were not added was that they were highly intercorrelated. Using many of them in one model introduced multicolinearity, which meant the model was unstable. The illegal activities variables used here were not highly intercorrelated and therefore avoided this problem.

Table 4

RESULTS OF DICHOTOMOUS REGRESSIONS:
Three models with "Running Away" as the dependent variable

MODEL A

VARIABLE	B	$SE_{(B)}$	SIG
Skip school	.0723	.0122	.0000
Arrested by police	.1027	.0244	.0000
Sell hard drugs	.1889	.0422	.0000
Ever suspended from school	.0667	.0150	.0000
Low self esteem	.0544	.0173	.0016
Steal something worth > $50	.0864	.0274	.0016
White female	.0527	.0135	.0001
Hispanic female	.0715	.0205	.0005
Family structure	.0386	.0126	.0022
Constant	-.0161	.0104	.1206

$R^2 = .098$

MODEL B

Ever suspended from school	.0965	.0146	.0000
Prior charges (non-vehicular offenses)	.1397	.0248	.0000
Low self esteem	.0759	.0165	.0000
Family structure	.0455	.0126	.0003
White female	.0549	.0136	.0001
Hispanic female	.0772	.0206	.0002
Moderate self esteem	.0275	.0126	.0285
Constant	-.0018	.0115	.8753

$R^2 = .065$

MODEL C

Ever suspended from school	.1015	.0145	.0000
Prior charges (non-vehicular offenses)	.1367	.0248	.0000
Family structure	.0468	.0126	.0002
White female	.0586	.0136	.0000
Hispanic female	.0813	.0834	.0001
Constant	.0174	.0094	.0666

$R^2 = .057$

REFERENCES

Miller, Dorothy, *et al.* *Runaways. Illegal Aliens in Their Own Land Applications for Service.* New York: Praeger, 1980.

Adams, Gerald R and Gordon Munro. "Portrait of the North American Runaway: A Critical Review," *General Youth and Adolescence*, 14.3, 1979.

Horner, Louise E. "Community Based Resource for Runaway Girls," *Social Case Work* 54:473-479, 1973

Brennan, Tim, David Huizinga and Delbert S. Elliot. *The Social Psychology of Runaways.* Lexington, Massachusetts: Lexington Books, 1978.

E: LEADS MISSING YOUNG ADULTS DATA

In attempting to identify the number of missing young adults in Illinois, the records of every 17 to 21 year-old entered into the Law Enforcement Agencies Data System (LEADS) data base as missing between January 1, 1981 and November 29, 1983 were analyzed. These records do not represent every missing young adult reported to the police in Illinois, but rather the number entered into the statewide data base (because many people are located before a computer entry is made, not all missing persons reported to local police are entered into LEADS).

As described in the body of this report, there is a limited amount of information collected on LEADS about missing persons. Using available data, the following analyses examine the age and sex of missing young adults entered into LEADS by the outcome, or status, of their cases. LEADS allows for four categories of case outcome:

1. Active. People who are still missing.

2. Cancelled/Voided. A "catch-all" category that includes everyone who returned home (either voluntarily or by the authorities), everyone who was found dead and whose body was identified and all records voided from the system (*e.g.*, duplicate entries, entries with mistakes). Unfortunately, the system does not differentiate between a missing person who was found alive and one who was found dead. This problem also occurs with the FBI's National Crime Information Center (NCIC) data base.

3. Located. Missing persons who are found, usually by the police, but for some reason do not go back home. This category is used most often for wanted persons.

4. Purged. Juveniles entered as missing who reach the age of emancipation while still missing. These records are purged from the system's active files because they no longer meet any of the four NCIC criteria for missing person entries. Presumably, the parents of the missing person can attempt to have their local law enforcement agency reenter the record under one of the missing person criteria other than juvenile.

Analysis of LEADS Data

Following is an analysis of missing young adult data from the LEADS data base for the period January 1, 1981 through November 29, 1983. In every case, the age of the missing person is the age at disappearance. The data begin in 1981 because prior to that year, missing person records were purged from the system after a year, even if the person was still missing. Since 1981, records of adults (age 18 and older) remain on the system until the person is found. Records of missing juveniles are still purged when the person reaches age 18, even if he or she is still missing.

Included in the data, where noted, are records of 81 juveniles who disappeared when they were 17, but who were taken off the data base when they turned 18. Whether these people are still missing is not known.

In the tables below, generally three age groups are analyzed: 18 to 21 year-olds; 17 to 21 year-olds, where the 17 year-olds have not reached their 18th birthdays; and 17 to 21 year-olds, including the 81 records of 17 year-olds who turned 18 and were purged from the system.

There are several reasons for analyzing these groups separately. First, there is a legal distinction between 17 year-olds and 18 to 21 year-olds, which accounts for the different way that adult and

39-879 O - 85 - 17

juvenile records are handled on LEADS. Second, there is likely some bias, by parents, police or both, toward reporting missing juveniles more often than missing adults. For example, there are more than 3,600 records of 17 year-olds in this data set, versus fewer than 600 each for persons ages 18 through 21. Third, because the status of the 81 purged records of 17 year-olds is not known, these records should be analyzed separately.

Tables 1A and *1B* show the record status of every missing young adult entered into LEADS since 1981, by sex. The number of 18 to 21 year-olds is split almost equally between males and females. Fewer than than 6 percent of these 1,885 people are still missing. *Table 1B* shows this same analysis, with the addition of 3,602 17 year-olds who were reported missing within the last year and have not yet reached their 18th birthdays. About 58 percent of these 17 year-olds are female. Also, a slightly smaller proportion of these additional records are still active when compared with records of the 18 to 21 year-olds.

Table 2 shows the record status of male and female missing young adults, by the three age group categories. In every group analyzed, more female records remain active than male records.

Table 3 shows the sex and race of missing young adults for each of the age group categories. Whites make up the vast majority of missing young adults for both sexes, and for every combination of ages. This finding probably is biased for at least two reasons: most of these records are probably from Downstate communities because Chicago police have their own computer systems for reporting missing persons and do not use LEADS as their primary system; also, there is probably differential reporting of missing young black adults by both parents and police.

Table 1A

Missing Young Adults, Aged 18-21 at Disappearance, Entered on LEADS between Jan. 1, 1981 and Nov. 29, 1983

Record Status	Male	Female	Total	
Active (still missing)	31	73	104	(5.5%)
Cancelled/Voided (returned or body found)	882	845	1,727	(91.6%)
Located (found alive, but not returned home	41	13	54	
Total	954 (50.6%)	931 (49.4%)	1,885	

Table 1B

Missing Young Adults, Aged 17-21 at Disappearance,
Entered on LEADS between Jan. 1, 1981 and Nov. 29, 1983*

Record Status	Male	Female	Total	
Active	76	160	236	(4.3%)
Cancelled/Voided	2,299	2,805	5,104	(93.0%)
Located	96	51	147	(2.7%)
Total	2,471 (45.0%)	3,016 (55.0%)	5,487	

* Does not include 17 year-olds who reached their 18th birthdays while still missing, and whose records were purged from the data base (28 males, 53 females). The current status of these cases is not known.

Table 2

Missing Young Adults, by Sex and Age,
Entered on LEADS between Jan. 1, 1981 and Nov. 29, 1983

FEMALES

Record Status	18-21		17-21		17- [illegible] urged*	
Active	73	(7.8%)	160	(5.3%)	213	(6.9%)
Cancelled	845	(90.8%)	2,805	(93.0%)	2,805	(91.4%)
Located	13	(1.4%)	51	(1.7%)	51	(1.7%)
Total	931		3,016		3,069	

MALES

Record Status	18-21		17-21		17-21+Purged*	
Active	31	(3.2%)	76	(3.1%)	104	(4.2%)
Cancelled	882	(92.5%)	2,299	(93.0%)	2,299	(92.0%)
Located	41	(4.3%)	96	(3.9%)	96	(3.8%)
Total	954		2,471		2,499	

* Includes 17 year-olds purged from the data base on their 18th birthdays, but who were still missing; these records are included under "Active" (28 males, 53 females)

Table 3

Missing Young Adults, By Sex and Race,
Entered on LEADS between Jan. 1, 1981 and Nov. 29, 1983

Age 18-21

	White	Black	Other	Total	
Male	783	163	8	954	(50.6%)
Female	809	115	7	931	(49.4%)
Total	1,592 (84.5%)	278 (14.7%)	15 (0.8%)	1,885	

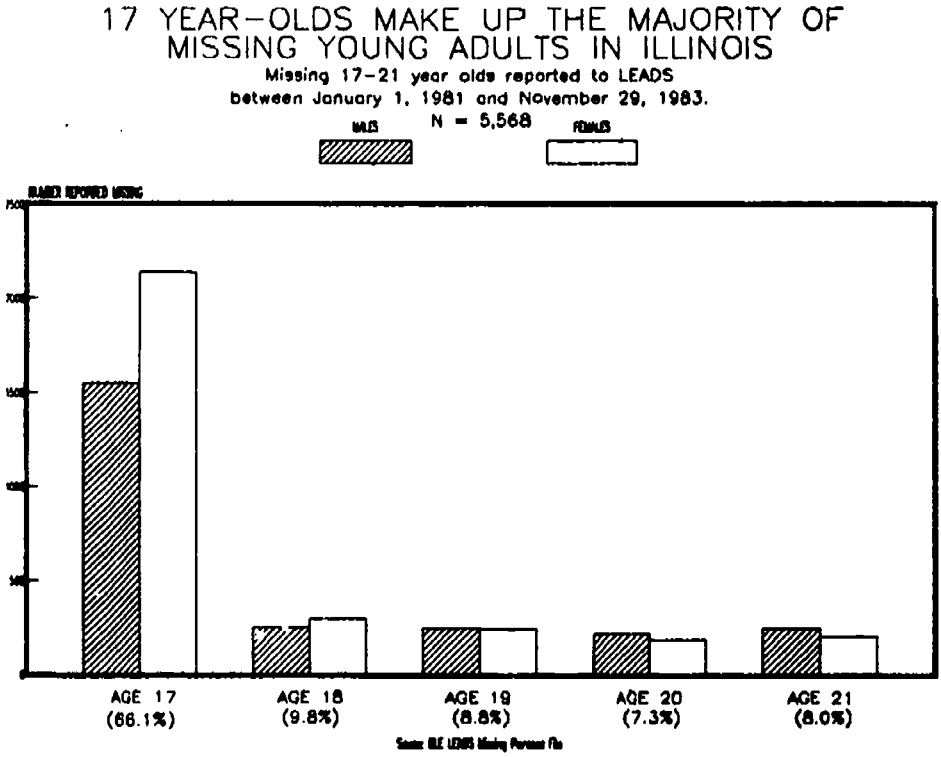
Age 17-21
(not including 81 purged 17 year-olds' records)

	White	Black	Other	Total	
Male	2,164	293	14	2,471	(45.0%)
Female	2,693	310	13	3,016	(55.0%)
Total	4,857 (88.5%)	603 (11.0%)	27 (0.5%)	5,487	

Age 17-21
(including 81 purged 17 year-olds' records)

	White	Black	Other	Total	
Male	2,189	296	14	2,499	(44.9%)
Female	2,740	316	13	3,069	(55.1%)
Total	4,929 (88.5%)	612 (11.0%)	27 (0.5%)	5,568	

The chart below shows the number of male and female missing young adults by individual ages from 17 to 21. Again, there are many more 17 year-olds reported to LEADS than any other age studied. Interestingly, there are almost equal numbers of records for 18 to 21 year-olds. In this chart, only 43 of the 17 year-olds' records were entered by the Chicago Police Department. Between January 1, 1981 and November 29, 1983, Chicago police reported to LEADS only one 18 year-old and two 19 year-olds as missing.



F: FEDERAL MISSING CHILDREN'S ACT

28 USC 534(a)

Section 534. Acquisition, preservation, and exchange of identification records and information; appointment of officials

(a) The Attorney General shall--

(1) acquire, collect, classify, and preserve identification, criminal identification, crime, and other records;

(2) acquire, collect, classify, and preserve any information which would assist in the identification of any deceased individual who has not been identified after the discovery of such deceased individual;

(3) acquire, collect, classify, and preserve any information which would assist in the location of any missing person (including an unemancipated person as defined by the laws of the place of residence of such person) and provide confirmation as to any entry for such a person to the parent, legal guardian, or next of kin of that person (and the Attorney General may acquire, collect, classify, and preserve such information from such parent, guardian, or next of kin);

(4) exchange such records and information with, and for the official use of, authorized officials of the Federal Government, the States, cities, and penal and other institutions.

(b) The exchange of records and information authorized by subsection (a)(4) of this section is subject to cancellation if dissemination is made outside the receiving departments or related agencies.

(c) The Attorney General may appoint officials to perform the functions authorized by this section.

As amended Pub.L. 97-292 sec. 2, 3(a), Oct. 12, 1982, 96 Stat. 1259.

G: ILLINOIS STATE POLICE DISTRICT OFFICES

Parents, guardians or next of kin can call the following Illinois State Police district offices to confirm that an entry has been made into the LEADS and NCIC missing person data bases for a child or other relative who has disappeared. Parents also may call the FBI's Chicago field office (312/431-1333) or Springfield field office (217/522-9675) to confirm NCIC entry for a missing person.

District 1 (Sterling)	(815) 625-0151
District 2 (Elgin)	(312) 742-3553
District 3 (Chicago)	(312) 283-2400
District 4 (Crestwood)	(312) 385-2121
District 5 (Joliet)	(312) 726-6291
District 6 (Pontiac)	(312) 844-3131
District 6A (Ashkum)	(815) 698-2315
District 7 (Rock Island)	(309) 755-0428
District 8 (Metamora)	(309) 676-2116
District 9 (Springfield)	(217) 782-2377
District 10 (Pesotum)	(217) 876-2211
District 11 (Collinsville)	(618) 345-1212
District 12 (Effingham)	(217) 536-6161
District 13 (DuQuoin)	(618) 542-2171
District 13A (Cairo)	(618) 734-0270
District 14 (Macomb)	(309) 833-2141
District 15 (Oak Brook)	(312) 654-2200
District 16 (Pecatonica)	(815) 963-7686
District 17 (LaSalle)	(815) 224-1150
District 18 (Litchfield)	(217) 324-2151
District 19 (Carmi)	(618) 382-4606
District 20 (Pittsfield)	(217) 285-4431

H: MISSING PERSON AND RUNAWAY SERVICE ORGANIZATIONS

The following is a selected list of national missing person and runaway service organizations. The list was compiled from the *Informational Resources Directory* of the Missing Children Information Clearinghouse, Florida Department of Law Enforcement.

ADAM WALSH CHILD RESOURCE CENTER, INC.
Mercede Executive Park
Parkview Building, Suite 306
1876 North University Drive
Ft. Lauderdale, Florida 33322
(305) 475-4847
CONTACT: Executive Director Denny Abbott

The Adam Walsh Center is a private non-law enforcement agency designed to ensure that fundamental rights of children are protected. Among other functions related to children, the center is dedicated to protecting missing children through a computerized system that enables police agencies to have 24-hour access to all records stored on missing and runaway children in Broward County.

CHILD FIND, INC.
Post Office Box 277
New Paltz, New York 12561
(914) 255-1848
(800) 431-[illegible]5 (Reserved for use by children)
CONTACT: Information Director Kristin Vermilye

Child Find is an organization whose objective is to help parents and victims of child snatching by establishing a central registration point for matching separated children and their searching parents. Child Find publishes a directory of missing persons which contains photographs and descriptions of missing children.

MISSING PERSONS NATIONWIDE, INC.
Post Office Box 5331
Hudson, Florida 33568
CONTACT: Alfie Brisben

Missing Persons Nationwide, Inc., is a nonprofit organization that was recently established in Florida to help locate missing persons. This organization is not related to any public law enforcement agency. It records information on missing persons reported by relatives and publishes these records in the form of hot sheets which are distributed to law enforcement agencies in the area where the person missing is believed to be headed. The organization maintains missing persons records in its files until the individual is located.

NATIONAL RUNAWAY SWITCHBOARD
2210 North Halsted
Chicago, Illinois 60614
(800) 621-4000 (Illinois only (800) 972-6004)

The National Runaway Switchboard is a 24-hour a day service which provides runaways with a toll-free hotline for counseling, referral services and message relays. The Switchboard can conference calls between runaways and parents/guardians. Information gathered through the Switchboard is kept strictly confidential.

OPERATION PEACE OF MIND
Post Office Box 52896
Houston, Texas 77052
(800) 231-6946 (Texas only (800) 392-3352)
CONTACT: Tina Alu

Operation Peace of Mind is a 24-hour a day service which provides runaways with a toll-free hotline for counseling, message relays and referrals for shelter, legal aid and food. The name of the juvenile is confidential and is often not obtained when the call is made.

REWARD NEWS LETTER
Post Office Box 505
Huntington Station, New York 11746

Reward News Letter is an information and news gathering publication dedicated to the prevention of child abduction. Its goal is to attract the interest of the general public and to inform the greatest number of people about the problem of missing persons.

COST: $85.00 per entry
(No charge to those who cannot afford publication fee)

SEARCH
560 Sylvan Avenue
Englewood Cliffs, New Jersey 07632
(800) 526-4603

SEARCH is a central registry of missing persons circulated to law enforcement agencies, hospitals, emergency facilities, clinics, youth shelters and runaway homes.

COST: $95.00 for initial entry
$45.00 per issue for further publication

I: EXAMPLE OF A CHILD INFORMATION PACKET

CHILD INFORMATION PACKET

Child's Name

Date of Birth

Place of Birth

Father's Name

Mother's Name (Maiden)

Family Physician

Contents Checklist	Date
[ ] Recent Photograph	_____
[ ] Fingerprints	_____
[ ] Information Sheet	_____
[ ] Consent Form	_____
[ ] Dental Charts	_____
[ ] X-Rays	_____
[ ] Vaccination Records	_____
[ ] Birth Certificate	_____
[ ] _____	_____
[ ] _____	_____

GREENVILLE POLICE DEPARTMENT
GREENVILLE, ILLINOIS

618-664-2131

JOHN K. KING
CHIEF OF POLICE

GREENVILLE
POLICE DEPARTMENT
404 South Third Street
GREENVILLE ILLINOIS 62246
(618) 664-2131

JOHN K. KING CHIEF OF POLICE

Child Information Packet
(ChIP)

The Greenville Police Department has developed a program that will assist parents and law enforcement agencies in locating and identifying missing children. Through seminars presented throughout the community we will attempt to obtain 100% participation in this program from parents and their children. The objectives of the program include:

1. Establish a Child Information Packet for each child who attends school, pre-school or day care facilities within Greenville. This packet will contain:

    a. Current picture of each child.
    b. Fingerprints.
    c. Personal information.
    d. Dental charts.
    e. X-rays.
    f. Vaccination records.
    g. Birth certificate.
    h. Other pertinant documents.

2. Build and strengthen rapport between children and law enforcement officers.

3. Provide an opportunity for parents to obtain fingerprints of their children for inclusion in the packet.

Children Information Packet

The target areas include kindergarten through high school with special emphasis on K-6th grade. It is hoped that the program can be continued on an annual basis to include new members of our community. The program is designed to provide a large envelope for each participant. The envelope is designed not only to hold information inside, but outside as well, with pertinant data about each child printed on the packet.

For inclusion in the ChIP (Child Information Packet) the fingerprint cards will be provided and the fingerprints will be taken of each child whose parents and/or guardian has signed the "Release To Take Fingerprints". The fingerprints will be taken by Greenville police officers, and the completed cards will be given to the parents, inside the ChIP. The police will not take any fingerprints without first having the "Release To Take Fingerprints" signed. The program is also designed to protect the parents and the child in that the police will not have any record of the fingerprints or any list indicating that the child has been fingerprinted.

Page 2 Cont:

The ChIP can be used by the parents in any way they deem necessary; however, information that has been compiled in the ChIP can be useful to law enforcement officers when they are trying to locate missing, lost or kidnapped children. Many times the obvious pertinant information about one's child cannot be readily recalled during emergencies. It is during these stresseful emergency times that the ChIP will be very useful for all concerned.

With the implementation of this program the Greenville Police Department will have the capability of providing necessary information in a timely matter which is compatible with various crime prevention programs nationwide.

If the ChIP is kept by each family on an on-going basis, it can be presented to the police when the problem arises, making positive identification possible anywhere in this country.

PERSONAL INFORMATION

NAME _____
(Last) (First) (Middle)

Date of Birth _____ Nickname _____

Place of Birth _____

Race _____ Sex _____ Height _____ Weight _____ Hair _____ Eyes _____

Address _____
(Street) (City) (State) (Zip)

Phone No. _____ Blood Type _____ RH Factor _____

FATHER'S NAME _____

Address (If different) _____ Phone No. _____

Business Name _____ Phone No. _____

Address _____
(Street) (City) (State) (Zip)

MOTHER'S NAME _____

Address (If different) _____ Phone No. _____

Business Name _____ Phone No. _____

Address _____
(Street) (City) (State) (Zip)

NEAREST RELATIVE'S NAME _____

Address _____ Phone No. _____

Family Physician _____ Dentist _____

Address _____ Address _____

Phone No. _____ Phone No. _____

Scars _____

Birthmarks _____

Broken Bones _____

Physical Abnormalities _____

Required Medication _____

Other _____

_____

USE ADDITIONAL SHEETS IN CASE OF NOTICABLE PHYSICAL CHANGE OR CHANGE OF ADDRESS

RELEASE TO TAKE FINGERPRINTS

TO: Greenville Police Department
City of Greenville
404 S. Third Street
Greenville, IL. 62246

☐ Please fingerprint my child _____ for my use in compiling a "Child Information Packet." (ChIP)

*Parent's Signature: _____

Parent's Signature: _____

*Legal Guardian's Signature: _____

Legal Guardian's Signature: _____

(*Signature of both parents/guardians are required unless status is that of a single parent/guardian)

☐ I do not wish to have my child _____ (Print child's full name) fingerprinted.

Parent's Signature: _____

Legal Guardian's Signature: _____

OCT 3 · 1983

Kentucky Task Force on Exploited and Missing Children

CHAIRMAN
HON. MITCH McCONNELL
Jefferson County Judge/Executive
Louisville

STEERING COMMITTEE MEMBERS
HON. WILLIAM FROEHLICH
Daviess County Judge/Executive
Owensboro

HON. ANN ROSS
Vice Mayor, Lexington Fayette Gov't
Lexington

HON. RAYMOND C. SCHULTZ
McCracken County Judge/Executive
Paducah

FATTI ACQUISTO
representing the KY Congress of Parents & Teachers
Owensboro

ERNEST E. ALLEN
Criminal Justice Commission
Louisville

ELIZABETH BOWGEN
KY Congress of Parents & Teachers
Mayfield

CAPT. BOBBIE BREWER
Shelbyville P.D.
Shelbyville

KIM BROOKS
Brighton Center
representing the Exploited Children's Help Organization
Newport

SUE POOLE CARDWELL
Madisonville

MR. BILLIE CLAYTON
Morehead

HON. TEDDY COFFEY
McCreary County Coroner
Whitley City

CLAUDIA CRAWFORD
Family Therapist
Shelbyville

ROBERT E. HEMMER, M.D.
representing the KY Chapter of the American Academy of Pediatrics
Paducah

DONNA HERNDON
Murray State University
Murray

HELEN F. KENDALL
Lexington

PROF. ANN W. KLEINE BRACHT
Bellarmine College
representing the KY Nurses Assn.
Louisville

PROF. TONY MAZZARO
Northern KY University
Highland Heights

MRS. THOMAS McCOY
KY Fed. of Women's Clubs
Catlettsburg

GEORGE R. NICHOLS II, M.D.
representing the Kentucky Medical Assn.
Louisville

ROBE NORRIS
Commonwealth Evaluation Service, 4-H
Louisville

MRS. JOHN O'BOYLE, JR.
KY Fed. of Women's Clubs
Middlesboro

MARTHA ANN PARKER
Barren River Area Safe Space
Bowling Green

DR. OTIS REED, JR.
Superintendent, Grant County
Board of Education
representing the KY Assn. of School Administrators
Williamstown

BARBARA REYNOLDS
Business & Prof. Women's Club
Somerset

DEBRA ROTHSTEIN SCHILLER
Senior Counsel
Northern KY Legal Aid Society
Covington

DEBBIE SCHROTH
Ft. Wright

COL. THOMAS J. SCHWARTZ, JR.
Chief, Boone County P.D.
representing the KY Assn. of Chiefs of Police
Burlington

RICHARD A. SNIDER
Thermoid Oil Co.
Louisville

BARBARA WALKER
WLPO Radio
Lexington

UERLE WATSON
Jefferson County Sheriff's Office
representing the KY Sheriffs Assn.
Louisville

Office of the County Judge/Executive
County Courthouse
Louisville, Kentucky 40202
(502)581-6161

September 26, 1983

Gordon Raley, Staff Director
Subcommittee on Human Resources
Committee on Education & Labor
House of Representatives
Congress of the United States
Room 2178, Rayburn House Office Bldg.
Washington, DC 20515

Dear Gordon:

I thought you would be interested in the enclosed final report of the Kentucky Task Force on Exploited and Missing Children.

This report contains the findings and recommendations of the Kentucky Task Force and is the end product of one year of public hearings and meetings held by the task force in cities across Kentucky. This final report is also the culmination of four years of intense commitment in Jefferson County to remedying the problems associated with exploited and missing children.

In the coming weeks I hope you find some time to peruse this final report. I think you will find it comprehensive and many of the recommendations to be models for other communities and other states to follow.

Please feel free to contact me if I can be of any advice or assistance.

Sincerely,

Mitch

Mitch McConnell, Chairman
Kentucky Task Force on
Exploited and Missing Children

MM/BB:ck

FINAL REPORT OF THE KENTUCKY TASK FORCE ON EXPLOITED AND MISSING CHILDREN

MITCH McCONNELL, CHAIRMAN

CHILD SEXUAL ABUSE AND EXPLOITATION AND THE PARTICULAR VULNERABILITY OF RUNAWAY AND ABDUCTED CHILDREN — KENTUCKY'S RESPONSE TO A GROWING NATIONAL TRAGEDY

Each year, hundreds of thousands of innocent children leave their homes because they feel threatened and unloved. Most return home within 48 hours. But many do not. They are forced to survive on the streets often through drugs, prostitution or pornography — almost always at the encouragement and for the profit of an adult criminally misusing the runaway child.

Abducted children are even more vulnerable. Frightened and helpless, they can offer little resistence to sexual abuse and may even end up murdered.

Sexual abuse and exploitation of children are crimes that hit both sides of the "tracks" equally. It is as big a danger in a seemingly calm suburb or small rural town as it is in the inner city. The reason is that the perpetrators — like the clergyman who recruited young boys right out of their parents' own homes for his own sex purposes — are usually someone the child victim knows and trusts.

The Kentucky Task Force was organized to help children and their parents, and it has held public hearings around Kentucky to raise public awareness and design solutions to the problem. In this final report, the Task Force summarizes the problem, discusses what is being done in Kentucky to combat the problem, and makes 18 legislative or program recommendations.

The time has come to bring the problems of runaways, child abductions and other adult criminal misuse of children out of the shadows and into the open.

September 26, 1983

FINAL REPORT OF THE KENTUCKY TASK FORCE ON EXPLOITED AND MISSING CHILDREN

MITCH McCONNELL, CHAIRMAN
Jefferson County Judge/Executive
Louisville

MEMBERS AND ALTERNATES

WILLIAM J. FROHLICH
Daviess County Judge/Executive
Owensboro

ANN E. ROSS
Lexington-Fayette Vice Mayor
Lexington

RAYMOND C. SCHULTZ
McCracken County Judge/Executive
Paducah

PATTI ACQUISTO
KY Congress of Parents & Teachers
Owensboro

ERNEST E. ALLEN
Crime Commission
Louisville

ELIZABETH C. BOWDEN
KY Congress of Parents & Teachers
Mayfield

CAPT. BOBBIE J. BRENNER
Shelbyville Police Department
Shelbyville

KIM BROOKS
Brighton Center
Newport

SUE POOLE CARDWELL
Reclamation Services Unlimited, Inc.
Madisonville

BILLIE CLAYTON
Rowan County School System
Morehead

CLAUDIA CRAWFORD
Family Therapist
Shelbyville

JOYCE DOYLE
Grant County Board of Education
Williamstown

ROBERT E. HEMMER, M.D.
KY Chapter, American Academy of Pediatrics
Florence

DONNA E. HERNDON
Murray State University
Murray

HELEN P. KENDALL
Child Advocate
Lexington

PROF. ANN E. KLEINE-KRACHT
KY Nurses Association
Louisville

RICHARD LEWIS
Office of the County Judge/Executive
Owensboro

PROF. ANTHONY MAZZARO
No. Kentucky University
Highland Heights

MRS. THOMAS (PHOEBE) McCOY
KY Federation of Women's Clubs
Catlettsburg

GEORGE R. NICHOLS, II, M.D.
KY Medical Association
Louisville

ROSIE MORRIS
Cooperative Extension Service, 4-H
Louisville

CAROLYN C. O'BOYLE
KY Federation of Women's Clubs
Middlesboro

MARTHA ANN PARKER
Barren River Area Safe Space
Bowling Green

RONALD J. PERGLIASCO
Crime Commission
Louisville

NANCY RAWLINGS
Lexington-Fayette Urban County Gov't.
Lexington

DR. OTIS REED, JR.
KY Assoc. of School Administrators
Williamstown

BARBARA F. REYNOLDS
Business & Professional Women's Club
Somerset

DEBRA ROTESTEIN SCHILLER
No. Kentucky Legal Aid Society
Covington

DEBRA R. SCHROTH
Child Advocate
Ft. Wright

COL. THOMAS J. SCHWARTZ, JR.
KY Assoc. of Chiefs of Police
Burlington

BARBARA WALKER
WLPQ Radio
London

MERLE WATSON
KY Sheriffs Association
Louisville

39-879 O - 85 - 18

Kentucky Task Force on Exploited and Missing Children

CHAIRMAN
HON. MITCH McCONNELL
Jefferson County Judge/Executive
Louisville

STEERING COMMITTEE MEMBERS
HON. WILLIAM FROEHLICH
Daviess County Judge/Executive
Owensboro

HON. AMIS ROSS
Lexington Fayette Gov't
Lexington

HON. RAYMOND C. SCHULTZ
McCracken County Judge/Executive
Paducah

PATTI ACQUISTO
Representing the KY Congress of Parents & Teachers
Owensboro

ERNEST E. ALLEN
Criminal Justice Commission
Louisville

ELIZABETH BORDEN
KY Congress of Parents & Teachers
Mayfield

CAPT. BOBBIE BRENNER
Shelbyville P.D.
Shelbyville

KIM BROOKE
Brighton Center
representing the Exploited Children's Help Organization
Newport

SUE POOLE CARDWELL
Maidsonville

MS. BILLIE CLAYTON
Morehead

HON. TEDDY COFFEY
McCreary County Coroner
Whitley City

CLAUDIA CRAWFORD
Fallsby Theresa
Shelbyville

ROBERT E. HEMMER, M.D.
representing the KY Chapter of the American Academy of Pediatrics
Florence

DONNA HERNDON
Murray State University
Murray

HELEN P. KENDALL
Lexington

PROF. ANN W. ALLEINE KRACHY
Bellarmine College
representing the KY Nurses Assn.
Louisville

PROF. TONY MAZZARO
Northern KY University
Highland Heights

MRS. THOMAS McCOY
Ky. Fed. of Women's Club
Cadiz

GEORGE R. NICHOLS, II, M.D.
representing the Kentucky Medical Assn.
Louisville

ROSIE NORRIS
Cooperative Extension Service, 4-H
Louisville

MRS. JOHN O'BOYLE, JR.
Ky. Fed. of Women's Club
Middlesboro

MARTHA ANN PARKER
Barren River Area Safe Space
Bowling Green

DR. OTIS REED, JR.
Superintendent, Grant County Board of Education
representing the KY Assn. of School Administrators
Williamstown

BARBARA REYNOLDS
Business & Prof. Women's Club
Bowling Green

DEBRA ROTHSTEIN SCHILLER
Senior Counsel
Northern KY Legal Aid Society
Covington

DEBBIE SCHROTH
Ft. Wright

COL. THOMAS J. SCHWARTZ, JR.
Chief, Boone County P.D.
representing the KY Assn. of Chiefs of Police
Burlington

RICHARD A. SNIDER
Thornton Oil Co.
Louisville

BARBARA WALKER
WLPO Radio
Lancaster

MERLE WATSON
Jefferson County Sheriff's Office
representing the KY Sheriffs Assn.
Louisville

Office of the County Judge/Executive
County Courthouse
Louisville, Kentucky 40202
(502)581-6161

September 26, 1983

Dear Fellow Citizens:

This final report contains the findings and recommendations of the Kentucky Task Force on Exploited and Missing Children which was organized in November of last year.

We do not represent this report to be an exhaustive examination of all facets of this sad and complicated "exploited and missing child problem". First of all, many articles and books have already been written on the subject (many of which are listed in the Appendix to this report), thus, we saw little reason to produce another document which served only to rehash existing knowledge. Secondly, the task force has operated without abundant staff or financial resources. Task force members or their employers have paid for their travel to meetings and related expenses, while Jefferson County Government has picked up the expenses of task force mailings, photocopying and the like. Jefferson County Government has also lent the County's Intergovernmental Affairs Director, an attorney, to serve as task force staff counsel.

In contrast to our limited budget, the University of Washington recently completed, at a cost of $422,000 to the federal government, a study of males and females entering into juvenile prostitution "and its relationship to early sexual experience, exposure to prostitution, and associated criminal activity". Similarly, Urban and Rural Systems Associates of San Francisco received a $241,000 federal grant "to develop a demographic and descriptive knowledge base of adolescent male prostitutes and to determine how adolescent male prostitution relates to pornographic exploitation and to runaway behavior". Also, Tufts University received a $933,000 federal grant "to develop and analyze descriptive information on sexually exploited children from an individual, family and community perspective".

These comparisons are made only to illustrate the relatively modest cost to conduct our meetings and public hearings, raise somewhat the level of public awareness of the problem, and produce our findings and recommendations. We are grateful to Jefferson Fiscal Court for providing us the "shoestring" on which we operated this task force. We also profoundly appreciate the grants from IBM and Druthers Restaurants to print task force brochures and are indebted to the City of Covington, Daviess, Kenton, Pulaski, and Warren County Fiscal Courts, Lexington-Fayette Urban County Government, The Grant County School Board and the United Steelworkers in Ashland for providing the facilities and services to host public hearings.

This report summarizes the problem nationally and in Kentucky as we have read about it and have listened to parents, police officers, prosecutors, judges, social workers, community volunteers, corrections officials, and even two convicted sex offenders tell us about it through many hours of individual conversations and meetings and at seven public hearings held around Kentucky. Again, we pretend neither to present all sides nor all aspects of the issues involved. However, in this report we do offer an overview of the problem so that people considering our recommendations will better understand how we arrived at

September 26, 1983
Page 2

them. In this report we also capsulize some of the most important efforts nationally and in Kentucky to combat child exploitation and to help exploited and missing children and their families. Undoubtedly, we have failed to commend some important programs and individual efforts, and for that we apologize. However, no slight to anyone was intended.

The heart of our report, and without which we would never have undertaken this exercise, is our recommendations, of which there are 18. Most of our recommendations are followed in the Appendix to this report with careful drafts of proposed legislation (where legislation is recommended) and with "Fact Sheets" further explaining our recommendations, which should make the job of implementing our report much easier. Our recommendations do not deal with deficiencies in federal legislation. Also, they do not include everything that should be done in this area of concern. For one, if we never heard about some aspect of the problem, we obviously never devised a solution. Secondly, because of recurring state revenue shortfalls, our recommendations do not include "big ticket" items. With one notable exception, the price tag of these recommendations is minimal or nonexistent. And even the one recommendation that carries with it a cost can probably be implemented through better use of existing resources.

Kentuckians have already shown that they rank first among citizens of the 50 states in their efforts to help exploited and missing children. Complete implementation of these recommendations will keep Kentucky in the forefront of a growing national movement to help children who are missing and protect all children from sexual abuse and exploitation.

With issuance of this report, the Kentucky Task Force has finished its work. Hereafter, a coalition of concerned people and groups, through the Kentucky Alliance for Exploited and Missing Children, will carry on the critical chore of educating legislators, public officials, school administrators, the law enforcement community and parents about their responsibilities to children and about the proper responses which are now available.

In conclusion, we leave you, our fellow citizens, an enormous and difficult problem, yet one which, with dedicated community action and a positive legislative approach, we expect Kentuckians can soon take delight in having solved.

Sincerely,

Mitch McConnell, Chairman

Judge William J. Froehlich
Vice Mayor Ann E. Ross
Judge Raymond C. Schultz
Patti Acquisto
Ernest E. Allen
Elizabeth C. Bowden
Capt. Bobbie J. Brenner
Kim Brooks
Sue Poole Cardwell
Billie Clayton
Claudia Crawford
Joyce Doyle
Robert E. Hemmer, M.D.
Donna R. Herndon
Helen P. Kendall
Ann E. Kleine-Kracht
Richard Lewis
Anthony Mazzaro
Phoebe McCoy
George R. Nichols, II, M.D.
Rosie Norris
Carol[illegible] C. O'Boyle
Martha [illegible]n Parker
Ronald J. Pregliasco
Nancy Rawlings
Dr. Otis Reed, Jr.
Barbara F. Reynolds
Debra Rothstein Schiller
Debra Schroth
Col. Thomas J. Schwartz, Jr.
Barbara Walker
Merle Watson

ACKNOWLEDGEMENTS

I am grateful to all members of this task force and to all concerned citizens who testified at our seven public hearings for their selfless commitment of time and obvious devotion to children. I am also gratified by the outpouring of interest in the problem of exploited and missing children and in responses, such as child fingerprinting programs, shown by hundreds of individual citizens, business and community groups across Kentucky.

I also want to thank task force staff counsel Bill Bardenwerper as well as Todd Leatherman, Ron Pregliasco, and Debra Rothstein Schiller who contributed to this report, and John Rabun who was consulted.

I especially want to pay tribute to the remarkable bravery, unbroken faith, and steadfast devotion to their children of parents such as Anatoly and Lyudmila Gotlib whose 12-year-old daughter Ann disappeared from a shopping mall near her home in Louisville on June 1 of this year. Despite considerable on-going investigative efforts, Ann has not been located. Our hearts and prayers go out to Ann and to other children like her. Who can ever understand the fear and suffering these missing and exploited children must face?

By widely publicizing the findings and implementing the recommendations of this report, together we can make Kentucky a safer place for children to play, to grow and to one day raise children of their own who, hopefully, can look back on our findings of child sexual abuse and exploitation as problems we faced squarely and had the conviction to conquer.

Mitch McConnell
Chairman, Kentucky Task Force on
Exploited and Missing Children

Louisville, Kentucky
September 26, 1983

INTRODUCTION

Formation of the Kentucky Task Force on Exploited and Missing Children was announced by Jefferson County Judge/Executive Mitch McConnell on November 18, 1982, in Lexington, Kentucky at the Annual Conference of the Kentucky Association of Counties.

In explaining his reasons for forming the Kentucky Task Force, Judge McConnell pointed out that over 50,000 children disappear from their homes each year in this country, not counting habitual runaways (which now number at least 1.8 million) and parental abductions (which are estimated at over 100,000 annually). Judge McConnell also emphasized that many of these children are enticed into prostitution and pornography and that nationally it is estimated that several thousand annually turn up murdered.

The problem of child sexual exploitation (principally child prostitution and pornography) was brought to the attention of Judge McConnell in late 1979 when a reference was made in a midwestern newspaper about Louisville as a recruiting point for child prostitutes to work in Chicago. (A microcosm of the problem was already being documented by the old Field Services Unit of the County Department of Human Services.) As a result of this, Judge McConnell sent representatives to Chicago to investigate these allegations. They met with Chicago police officials, and with the information they brought back to Louisville Judge McConnell ordered an undercover investigation by the Jefferson County Police Department, in cooperation with the FBI, to determine the extent, if any, of child prostitution and pornography in Louisville and Jefferson County. After a several month investigation, it was reported to him that male and female children were indeed being prostituted in the Louisville and Jefferson County community.

Judge McConnell moved quickly then to establish a local intergovernmental, interagency task force on child prostitution and pornography which included representatives of the FBI, the Louisville Division of Police, the Jefferson County Police Department, the Jefferson County Department of Human Services, the Kentucky State Police, the U.S. Postal Inspection Service, various southern Indiana police departments, and both local prosecutors — the County and Commonwealth's Attorneys. Soon thereafter, Judge McConnell also committed scarce local government resources to fund a new "Exploited Child Unit" (later renamed the Exploited and Missing Child Unit) — headed by an investigative social worker with extensive background dealing with street kids — to work on a daily basis, using teams of police and social workers, across political and jurisdictional boundaries to solve a problem that was viewed, prior to that time, as essentially a police problem. Both the child prostitution and pornography task force and the Exploited Child Unit were given broad authority to go where they needed to go and to look where they needed to look in order to help find child victims and identify child predators and their methods before they could strike again. Judge McConnell also asked the University of Louisville to examine the problem thoroughly from sociological, economic and psychological perspectives as well as assist the local task force with research.

At the time he created the local task force and local Exploited Child Unit, there was little public understanding of, and infrequent media attention to, the problems of children who run away or are abducted from their homes and who become the victims of adult sexual abuse or exploitation. What public attention there was was generally focused on the large "body counts" of the John Gacy, Dean Coryll and Wayne Williams murders in Chicago, Houston and Atlanta, although several individual tragedies like those of the Etan Patz family in New York, the Adam Walsh family in Florida, and the Kathy Kohm family in Santa Claus, Indiana generated some public sympathy and brief outcry. A few good books had been written on the subject such as Robert Geiser's Hidden Victims, and a few good articles had been written in such publications as Police Magazine. Noted author Ken Wooden had recently begun several

investigative journalism pieces, and CHILD FIND was in its infancy.

However, within a year, task force representatives had testified before several committees of Congress and had advised the police in Atlanta on the child tragedies there. And it wasn't long before the Exploited Child Unit began finding children in Jefferson County who were missing from their homes all across Kentucky. Also, adult exploiters were being arrested in the Louisville urban area who had contacts with children in communities around Kentucky and in other states. The Unit and Judge McConnell's office also began receiving requests for help and information from families, private organizations and law enforcement groups across Kentucky.

The problem of exploited and missing children to Judge McConnell and others, therefore, was clearly a statewide problem, and so solutions, he determined, needed to be developed statewide as well. Thus, the Kentucky statewide Task Force on Exploited and Missing Children was conceived and born.

Its initial members were mostly recommended by statewide organizations such as the Kentucky Association of School Administrators, the Kentucky Association of Chiefs of Police, the Kentucky Medical Association, the Kentucky Association of County Judge/Executives, the Kentucky Sheriffs Association, the Kentucky Chapter of the American Academy of Pediatrics, the Kentucky Nurses Association, and the Kentucky Congress of Parents and Teachers. The statewide task force also found early members at the Brighton Center in northern Kentucky which had been working with missing children for years, at Northern Kentucky University, with other local governments and government agencies concerned about the problem, and in private industry. Several concerned citizens also volunteered for membership, and the task force continued for several months to develop better geographic representation and to involve people already working in the problem area and statewide organizations such as the Kentucky Federation of Women's Clubs.

The first meeting of the task force was held in Lexington on December 13, 1982. Although not officially a public hearing, that task force meeting featured several in-depth presentations by three recognized experts on the subjects of child exploitation, runaways, and child abductions.

On February 8, 1983, the task force held a public hearing in the Kenton County Municipal Building in Covington where it heard the disturbing stories of missing and abducted children from several parents. It also received testimony from the Cooperative Extension Service Homemakers about its program to fingerprint school children, the Women's Crisis Center about a program to assist child victims of sexual abuse, and a reporter with WLWT-TV in Cincinnati which featured the "My Child Is Missing" program on Monday night television.

On March 7-8, task force members attended the Kentucky Conference on Exploited and Missing Children in Covington which was sponsored by the Brighton Center in Newport with the assistance of the Kentucky Department of Justice, the Office of the Jefferson County Judge/Executive, and the Louisville-Jefferson County Criminal Justice Commission. Task Force Chairman Mitch McConnell addressed the conference, as did parent John Walsh of the Adam Walsh Outreach Center in Hollywood, Florida; Jay Howell, Investigations Counsel with the U.S. Senate Committee on Labor and Human Resources; Kristen Cole-Brown, with CHILD FIND, Inc. in New Paltz, New York; Charlotte Hullinger, co-founder of Parents of Murdered Children from Cincinnati, Ohio; Robbie Calloway with the National Youth Work Alliance in Washington, D.C.; Mark Wyatt, an investigative reporter with WHAS-TV in Louisville; Det. Sgt. Dick Ruffino with the Bergen County Sheriffs Department in Hackensack, New Jersey; and Lt. Bill Spaulding with the Louisville Police Department's Criminal Intelligence Unit.

On March 29, task force members traveled to Owensboro and met at the Daviess County

Courthouse where they heard from the Owensboro Area Spouse Abuse Center about its program to counsel child rape victims and from the Owensboro Jayceettes about its program to fingerprint school children in the Owensboro/Daviess County area. Task force members also heard from a physician, a representative of the Daviess County Sheriff's Department, and a child protective services worker.

On May 11, task force members met at the Warren County Courthouse in Bowling Green to hear testimony from representatives of the Warren County Health Department, the Barren River Area Safe Space, the Girl Scout Council, Child Protection, Inc., the Comp Care Center, the County Attorney's Office, the state Bureau for Social Services, the Bowling Green Police Department, and an organization of professional social workers. One of the parents who testified suggested that jails are not filled with people who are loved too much as children.

On June 8, task force members met at the Pulaski County Courthouse in Somerset where they received testimony from parents and from the director of a local program for the mentally retarded, a representative of the Somerset Business and Professional Women's Club who explained her organization's fingerprinting program, a juvenile court worker, a district court judge, the Somerset Police Department, WLPQ Radio about its promotion and co-sponsorship of a fingerprint program, and the Kentucky State Police.

On July 6, task force members met at the Lexington-Fayette Government Center in Lexington and received testimony from representatives of the Lexington-Fayette Police Department, Coleman House in Lexington, the Temple Adath Israel Sisterhood about that organization's fingerprinting program, the Lexington Rape Crisis Center, the Fayette County school system, the Early Child Care Center, the Kentucky State Police, and the Kentucky Department of Justice. Task force members also heard from a child protective services worker and from several concerned parents and citizens.

On August 4, task force members met at the Executive Inn in Paducah and, following a meeting earlier with the Kentucky Association of Chiefs of Police, heard from representatives of the Graves County Health Department, the state Department for Social Services, Lowes School in Lowes, Kentucky, the Women's Area Spouse Abuse Center, the Paducah Optimists Club, a Madisonville Baskin-Robbins Ice Cream Store which was conducting fingerprinting, the Greater Paducah Chapter of Parents Without Partners, and the Mayfield Police Department. Task force members also heard from parents and from a community volunteer who observed that one reason so few young children are available for adoption is that abused and neglected children, temporarily removed from home, are constantly sent back to abusive and neglectful parents.

On September 6, the task force held its final public hearing at the United Steelworkers Union Hall in Ashland. Task force members heard from the Chief of Casework Services at the Kentucky State Reformatory at LaGrange, two convicted sex offenders serving time at the Kentucky State Reformatory at LaGrange, the Chief of Police of Morehead, the Chief of Police of Flatwood, two district court judges, and a representative of the Ashland YWCA.

Public hearings were held in each of the above-mentioned Kentucky cities and were attended each time by task force Chairman Mitch McConnell and members Ron Pregliasco and Merle Watson. Other task force members attended as many public hearings as their schedules permitted them to attend. However, typed minutes of each public hearing were distributed to all task force members shortly after each of the public hearings. Full task force meetings were held in conjunction with both Lexington meetings, and in Covington, Owensboro, and Somerset. Additionally, committees of the task force met on various occasions in different Kentucky cities and over the telephone. On several occasions task force members were mailed voluminous packets of articles and other prepared materials to study.

This final report, therefore, represents findings and recommendations of the task force developed through considerable personal study and reading, hours of individual conversations and meetings, and seven public hearings held in seven representative areas of the state. Prior to each of those meetings, individual notices were mailed to all public officials, social service providers, school superintendents, police chiefs, sheriffs, and most school officials, church leaders, and community organizations in the surrounding counties. Every attempt was made to elicit testimony from all professionals and concerned citizens who might have something to say on the subject of exploited and missing children.

WHAT IS THE PROBLEM?

The initial focus of the task force was on child prostitution and pornography, but as we studied the problem more and looked for solutions we realized that we could not ignore the problems of sexual abuse at home (e. g., incest), runaways, parental abductions (snatchings), stranger abductions, and the particular vulnerability to sexual abuse and exploitation of runaway and abducted children and those who have been called "latchkey" and "throwaway" children. We have grouped these many separate problems and many facets of separate problems into what we now call the "exploited and missing child problem", because the individual stories of these children and their families are as many and different as they are also the same.

In Bowling Green, for example, a tearful father told the task force about his runaway daughter who for months alluded her desperately searching parents while catching one ride after another from passersby seemingly oblivious to the fact that a young girl traveling the interstate highways might be missing from a family and a home.

In Covington, a grieving mother told the task force in a trembling voice how her intoxicated teenage son was taken into custody by local police, dropped off about a mile from home and never seen again — his whereabouts to this day, 3 years later, unknown. Another mother tried to explain her worry and anger over her estranged husband's snatching their youngest daughter who he had sexually abused at age 10.

In Somerset, a relieved parent told the task force how her 12-year old son was approached at a shopping center and offered money and liquor in a rebuked effort to lure the boy into returning the "favors" with sex. A Somerset police officer told of the sexual abuse case he worked of a 22-month old girl.

In Lexington, a Rape Crisis Center worker said that the youngest victim of sex abuse she knew was 2 years old and the youngest rape victim 7. The mother of a raped and murdered retarded child told how her daughter wasn't running from home, but rather to home, having escaped from an institution that neglected her. Like others who testified, she critized police whose efforts to find her missing daughter, if not aggressive, at least were not fully appreciative of a mother's fears and grief.

In Paducah, a social worker said that of 650 children found abused and neglected in her community, at least 10 percent were sexually abused. Another social worker told of two prostitution rings he detected in central Kentucky.

Finally in Ashland, a police chief explained how an eagle-eyed service station attendant and vigilant police department reacted quickly to apprehend a man, with 17 prior convictions of child sexual abuse, who tried to yank a child through a window of a parked car while the child's mother, a few yards away inside the service station, was paying the station attendant for the gas she just purchased. And a convicted sex offender explained how he was sodomized at an early age by his father, two brothers and grandfather. When he grew to adulthood, he committed 23 separate sex crimes of his own against children -- all of whom he knew well.

The children's stories could be told by thousands of other children in America and by hundreds in Kentucky today. Some are children with at least one loving, caring parent. Others have two parents but who live apart and fight for possession of the child, of course in the child's "best interest". Still others have two parents who either care little for them or live busy lives and have no time for them. And then there are children who have no home lives at all. The children tell of parents who show no love or pay little attention to them and of adults who, although feigning affection for them, are really selfishly driven by their own sick sexual desires. Children also tell of frightening home environments with brutal or incestual parents, and they tell how they run away from the pain and abuse only to find that their travail has continued in

an even more grotesque life as victims of child sexual exploitation.

Runaways

The problem of exploited and missing children is difficult to explain, but since runaways comprise such a large percentage of those children they seem the place to start. The U. S. Department of Health and Human Services estimates that over 1.8 million children run away from home every year in this country, a number that is growing. Most are faced with the dilemma of an unbearable home life on the one hand and an unsympathetic community on the other. The choice between returning home, or remaining on the streets to survive often by theft, drug peddling, prostitution or pornography -- which is almost always at the encouragement or for the benefit of an adult criminally misusing the runaway child -- is a difficult choice to make. Ultimately, 90 percent of those return home, leaving over 100,000 children to make the decision that life on the streets is better than a life with abusive, incestual, or alcoholic parents.

Many factors seem to have contributed to this rise in the numbers of runaways. The decade of the sixties ushered in a new attitude of personal freedoms and independence. A "do your own thing" attitude formed, personal independence at a very early age grew quite common, and children became highly mobile in many of the nation's and Kentucky's communities. Large cities, of course, provide more opportunities for shelter and employment than rural areas, and the age-old attraction of an "exciting" urban life brought many youths in search of a new life and anonymity to America's big cities. The runaway population grew to over 1.8 million nationally and about 4000 in the Louisville metropolitan area.

Also, the growing problem of alcohol and drug abuse has created problems within the family structure. Alcohol or drug addicted parents who become abusive when intoxicated and who are unable to maintain jobs have been found to be relatively common in the runaway's familial history. The director of one runaway shelter has remarked that "these kids are running from something, not to something".

The growing divorce rate has fractionalized the traditional family structure in America even more. Single parents with children struggle to make ends meet, and often the unattended child runs afoul of the law or is victimized by another adult because his parent or parents are nowhere near to protect him. Some are called "latchkey" kids; others are called "throwaway" or "pushout" children -- 1980's terms for youngsters who are neglected or abandoned by parents strapped with mounting bills, caught up in a struggle for survival, and who ignore their responsibility to their children and to society. "Throwaways" or "pushouts", in particular, make up a growing percentage of runaway children.

Strains put on traditional family roles have been combined with many structural changes and malfunctions in governmental and social systems and have resulted in a runaway problem that has reached epidemic proportions.

The period of the sixties, and its focus on human rights and the protection of individual civil liberties, resulted in changed attitudes about the handling of criminals and juvenile delinquents. This attitude was reflected in the Juvenile Justice and Delinquency Prevention Act of 1974 which required the deinstitutionalization of status offenders (i.e., children whose acts would not be considered offenses except for their status as children) and the removal of other juveniles, where federal funds were involved, from adult lockups. Congress also passed the Runaway and Homeless Youth Act of 1976 which established a number of youth shelter homes in communities to deal with runaways and other homeless youths. Whereas previously runaways were arrested by juvenile authorities and placed in juvenile detention facilities, pending

resettlement in foster homes, these new shelter homes treated children individually and provided staff counselors, specifically trained to help the runaways deal with their problems. But the shelter houses and treatment facilities were all less secure and more exposed to the community at large than the institutions they succeeded, and no subsystems were created by the justice system to accompany these new social service programs to help support and protect the deinstitutionalized children now placed "at risk" in the community. The creators of these new social service programs failed to provide for the fact that certain subsystems would be necessary for these children to "survive on the streets". Even worse, the children using these shelter facilities, according to the U.S. Department of Health and Human Services, comprise less than 5 percent of the runaway population nationally. The remaining 95 percent must rely on their own wits to survive. Indeed a Florida study found that of all runaways who remain away from home for more than two weeks, three-quarters resort to theft, drug peddling, prostitution or pornography to survive and play a part in the rising crime rate nationally.

As one 14-year old named Carol who had been a runaway in Jefferson County for about five months said: "I didn't intend to stay gone but a few days. I met some girlfriends and they took me to a pad to stay. The guy who had the pad told me I'd have to pay to stay there and within a week he had me out hooking to pay the rent, car payment, food and clothes. I had to bring in over $100 per night or he'd hit me with a clothes hanger. It's hard to stay in the group home and go to school when you know that you can make better than $100 a night out there on the streets as a kid!"

Child Prostitution

According to the U.S. General Accounting Office, estimates of the number of teenage male and female prostitutes in America range from tens of thousands to 2.4 million. The author of the book For Love or Money: Boy Prostitution in America, published in 1976, used a working figure of 300,000 boy prostitutes, a figure he described as a "gut hunch". Using this 300,000 figure, the president of Odyssey Institute (a child advocacy organization),according to the GAO, has reasoned that the number of teenage female prostitutes at least equals the number of male prostitutes. And since only half the true number of prostitutes is known, the total is probably at least 1.2 million child prostitutes, not including 16-and 17-year-olds which should bring the total to 2.4 million.

How many runaways end up in prostitution is difficult to estimate, however most prostitutes are runaways and missing from home. And at least one police department, the New York City Police Department, has estimated that 90 percent of the runaways apprehended by that department's Runaway Unit may have been involved at one time in prostitution.

As the GAO aptly points out, prostitution traditionally was believed to be the result of severe personality disorders and a form of compensating behavior in response to homosexuality, virginity or antagonism toward men. More recently, research has attributed entry into prostitution to a combination of psychological, social, environmental and economic factors which could be characterized as negative childhood experience. Although not condoning prostitution, it is important to explain that teenage prostitutes often enter prostitution as the products of a poor home environment characterized by violence, lack of parental love and affection, and drug and alcohol abuse. Many have been the victims of sexual abuse, including incest and rape, and have experienced physical abuse and neglect at home. Often they see prostitution as a life of adventure, glamour, and excitement and as an easy way to earn money. Many are even dependent upon their income from prostituion for their own survival. Studies show that boy prostitutes, in some less than obvious aspects, may be different from girl prostitutes, but the basic factors are usually cited as the same.

Studies show that particularly young female prostitutes have poor self-images, which are reinforced by the labeling they have received as "promiscuous" or "delinquents". Unfortunately,

there is often found a law enforcement attitude that "problem kids" are just promiscuous, flighty and of little informational value. Accordingly, social service and law enforcement agencies have generally performed their respective duties often unaware of adult pimp-juvenile prostitute networks that prey on teenage victims through sexual abuse and exploitation. There is also a customary community attitude that child prostitution is a "victimless crime". Accordingly, it is often rated a low priority compared to other offenses — this despite the fact that a growing pattern of victimization has been found in which juveniles become first the victims of child abuse (both physically and sexually), then run away from home, are recruited into prostitution and pornography by boyfriend/father-surrogate/business manager-styled pimps, and from there enter into violent crimes, perhaps even their own murder.

This pattern has been defined as "progressive victimization" and can be particularly seen with young boy prostitutes. Unfortunately, an increasing societal openness regarding homosexual activities has created in our communities a market for young male "street hustlers" who serve the need of "cruising" homosexuals purely for economic reasons. Sadly, this "chicken hawk" phenomenon as it has been termed (involving mostly middle-age, white, middle class males), occurring across America has lent itself dramatically to John Gacy types. Gacy was convicted of killing 33 boys in Chicago, many of them runaways, and burying 29 of them in the crawl space below his house under a thin layer of dirt and lime. A member of the Cook County team of prosecutors in that case noted that most of those boys "went from victim to criminal back to victim again". This pattern has been confirmed by such national experts as Los Angeles Police Department Detective Lloyd Martin, who has observed that "the sexually exploited child of today has a good possibility of becoming the hard core criminal of tomorrow". Indeed, research and our interviews with sex offenders seems to demonstrate that the vast majority of violent sex offenders and child molesters have themselves been the victims as children of child physical abuse and/or child sexual abuse.

Child Molestation

Although runaways are clearly the most commonly and easily preyed upon victims for exploiters of children, additional threats are posed to all children by child molesters. Newsweek magazine has reported that, by conservative estimates, one out of ten children is sexually abused each year, often by a trusted authority figure -- a teacher, a doctor, a camp counselor --or by the child's parents themselves. Sexual child abuse cuts across all social, economic and racial strata. Indeed Irving Prager, a California attorney and former deputy district attorney in California in charge of the sex crimes and career criminal sections, has stated that child molestation "is probably the most common serious crime against a person in the United States". Unlike the chicken hawk or the "john" who purchases a girl prostitute, the child molester usually uses seduction as well as bribery in order to obtain sexual favors from children.

Society, however, has misconceived the source of threat to children as being the legendary character in the big car and raincoat, offering candy to unsuspecting school children. Therefore, many parents believe their children will be safe if they simply do not talk to strangers. In truth, though, according to research and from our study of child molestation cases, child molesters are almost always someone the victim knows. Probably one-third of the time the molester is a relative, and at least another one-third of the time the molester is an acquaintance of the child's parents, like the clergyman who, using deception, recruited young boys right out of their parents' homes for his own personal sexual purposes.

The clinical diagnosis of the child molester or "pedophile" is an adult whose conscious sexual interests and overt sexual behavior are directed either partially or exclusively toward children.

The child molester falls into two psychological classifications. The "fixated" pedophile is usally a white male with an attraction to young boys. This pedophile's interest in boys does not extend toward adult men, therefore the fixated pedophile is not homosexual; he is a "pedophile". Frequently he has affection for his victim and often can identify with his victim because, according to a least one study, over 80 percent of child molesters were themselves sexually abused as children. According to A. Nicholas Groth, director of the sex-offender program at the Connecticut Correctional Institution, the pedophile is "reenacting his own victimization, but he wants to change it into a warm and loving experience where he is in control, to purge the original fear". The victimized child, on the other hand, views the encounter with fright and confusion. And despite his warm feelings, the pedophile is not above threatening the child to prevent him from telling his parents of the relationship, which could involve anything from fondling and mutual masturbation to anal or oral intercourse.

The other class of pedophile is the "regressed" offender. Unlike the fixated pedophile, the regressed offender is a man with a normal heterosexual orientation who turns to young girls at a crisis point, such as a divorce or a professional setback. Regressed offenders are often incestual, and they commit incest, not because of family dynamics, but because they are genuinely aroused by children. They have been described as "child molesters who stay at home".

Because the regressed offender's involvement with children is a clear departure from his otherwise normal sexual activity, and because his action is the result of adult-life stress situations, psycho-therapists claim to have some success in treating these pedophiles. Treatment of fixated pedophiles, on the other hand, has been largely unsuccessful.

A growing body of evidence and an increasing number of medical, sociological and legal experts are concluding that child molesters with a lifelong history of emotional as well as sexual involvement with children are not curable. It has been said that pedophilia is nothing more than a sexual preference, like homosexuality. Unfortunately, the sexual activity is never consensual. Others say that pedophilia is no more an illness than, say, bank robbery is an illness and that treatment has been used as an escape from responsibility.

The idea that we could take convicted pedophiles out of society and cure them in hospitals, or probate them and trust that they will simply secure their own treatment, has long been fashionable in this country. Sexual offenses against children have never been taken as seriously as sex crimes against adults, although that is beginning to change. One reason is because of the citizen outrage and resulting national attention that accompanied several recent outrageous cases. One of the most infamous was that of Theodore Frank who came to California from Missouri in 1973, bringing with him a lengthy record of sex crimes against children, according to attorney Irving Prager prosecutor of the Theodore Frank case, in a 1982 article in the Journal of Juvenile Law.

After about 15 arrests and 7 convictions, Frank was twice hospitalized and twice imprisoned. In California he abducted and sexually molested a 6-year old Bakersville girl and forced her to perform oral sodomy. Frank entered a guilty plea to a reduced charge of child molestation and was sent to a California state hospital as a mentally disordered sex offender. According to Prager, Frank candidly discussed with hospital staff his sexual exploits involving "probably 100 to 150 children . . . employing methods such as bondage, physically striking his victims, and inserting various items into his female victims' vaginas . . .". Despite admitting that he manipulated hospital staff on both prior hospitalizations in order to gain release, according to Prager, the hospital staff considered Frank a model patient who responded very well to various types of treatment, so all pending charges against him were dismissed and he was released only three years after he was institutionalized. Frank was invited back to the institution as a guest speaker and as an excellent example of effective therapy.

Only six weeks after Frank's release from the hospital, the nude body of a 2-year-old girl, who had been abducted from the yard of her aunt's home, was found along a roadside near Los Angeles. She had been raped, sodomized, cut with a knife, mutilated by the removal of her nipples with a pair of vise grips while she was still alive, and had finally died of asphyxiation. Frank was arrested four months later, after abducting, molesting and brutalizing an 8-year-old girl, and he was eventually convicted and sentenced to death. Despite this, Newsweek magazine reported last year that the trial judge in that murder case acknowledged that Frank would probably be freed in 12 years for good behavior.

Out of that case was born SLAM (Society's League Against Molesters) which was founded by Patti Linebaugh, whose 2-year old granddaughter, Amy Sue Seitz, was Frank's 2-year-old victim.

Pornography

Pedophiles are also largely responsible for child pornography produced, distributed and sold in the United States. When the Supreme Court ruled that the first amendment does not protect child pornography, there was an immediate police crackdown on large scale commercial producers and distributors. Pornographers such as Catherine Wilson, known as "Black Cathy", who, according to Los Angeles Police Department Det. Lloyd Martin was responsible for 80 percent of the child porn industry in the United States, were arrested and put out of business. However, far from ending the child pornography industry, the law only drove producers and disributors farther underground. And while the law has effectively inhibited sellers of kiddie-porn, pornography constitutes only a small fraction of all child pornography produced in the United States. Det. Sgt. Tom Rogers, with the Indianapolis Police Department specializing in pornography investigations, has said that most kiddie porn today is simply traded. "Everyone can afford a polaroid camera. Someone gets involved with a niece or nephew or a neighbor, takes some pictures, has them duplicated, and then trades them with other collectors."

Pedophiles' fascination with child porn stems from many different factors. Many pedophiles take pictures of their victims in order to show other pedophiles. Like a man or woman who takes pride in displaying a picture of his spouse or lover, pedophiles take great pride in proving their talents to their peers by presenting pornographic photos of their victims in particularly seductive or innocent poses. Dealers with fresh faces, ones that have yet to become the twisted leers, common to children who have been subjected to sexual exploitation for very long, can charge top dollar for pedophiles shopping for photos of pure, more virginal children. They also use child porn to lower the inhibitions of prospective victims. By exposing a child to pornographic photos of children and adults in sexual encounters, the pedophile tries to demonstrate to the child that behavior of this sort is acceptable. Pedophiles will use particularly innocent and happy-looking children for this sort of manipulation, as well as offering the victim some sort of material reward, like money, a new bike, movie or fancy meal. Once the child has been victimized, the pedophile takes photos of his new "lover" in order to "capture the moment", particularly the first few encounters which represent the period when the child was the most sexually attractive to the pedophile. Child molesters often have thousands of photographs in elaborate filing systems based on age or any myriad of classification systems. The collections help to inflate the ego of the pedophile as he relives sexual encounters with the children he has victimized and recalls each and every relationship.

A case in Louisville involved a local minister who, with permission of parents who thought their sons were doing yard work for the pastor, employed young boys not only as gardners, but also as "lovers" and models for pornographic photo and film sessions. When officers and social workers from the Jefferson County Exploited and Missing Child Unit arrested the Rev. Donald Glaser, over a thousand photographs as well as several magazines and hundreds of dollars of

photo-reproduction equipment were confiscated. A judge in Louisville, having failed to learn from cases like that of Theordore Frank, probated Glaser to 200 hours of community service.

Victimization

Whether a child's victimization is a result of force or compulsion or not, every victimized child tends to develop symptoms of psychological problems later in life. As previously noted, victims of child sexual abuse often follow a pattern of victimization which may eventually end in violent crimes or even their own murder. However, for child victims who never grow up to commit other crimes, the "pact of secrecy" that the molester forms with his victim often produces intense suffering, often far worse than any physical abuse. Ann Burgess, a nursing specialist in Boston, has said that "these children don't have broken bones, but they have broken psyches".

Many of the victims of child exploitation are runaways fleeing parental abuse. Those who are not runaways typically suffer from a lack of parental attention and adult affection, and many of these victims refer to their exploiter as a "best friend". Pedophiles often take children to ball games, parks or even on vacations, and in turn the child provides sexual favors. For some lonely children, desperate for adult attention, the prize of adult affection is worth their own victimization. Unlike runaways who enter into child prostitution as a means of survival, children providing sex solely for adult attention tend to be the most seriously psychologically damaged by sexual exploitation. Whereas the runaway sells his body out of necessity and tells himself that the only reason he is doing it is that there is little choice other than to starve, the child craving attention uses the sexual relationship as an integral part of his unique friendship with his new best friend. Victims of this sort often experience pleasure as well as pain, and when they learn of society's attitudes toward sexual activity between children and adults, they become disassociated with society and tend to internalize their emotional despair. Victims suffer from low self-esteem and view hostilely adults who they blame for their misfortune. Victims of sexual exploitation then often become pedophiles themselves. As Nicholas Groth with the sex offender program at the Connecticut Correctional Institution has stated, these children find adult relationships too frightening and seek validation in relationships with other children.

Prevention

Parents are not the only people with misconceptions about the identity of pedophiles. As more and more cases like the case of Rev. Donald Glaser, convicted of sex crimes with boys ages 14-16, come to light, it is obvious that directors of organizations such as Boy Scouts, Big Brothers/Big Sisters, church youth groups and the like must take greater care in screening prospective employees. For the most part, though, organizations continue to do as John Rabun, manager of the Jefferson County Exploited and Missing Child Unit, told a U.S. Senate Subcommittee on Juvenile Justice investigating the runaway problem: "We go about hiring people and placing them in very sensitive positions because they say they like kids. The whole definition of pedophilia is an attraction to kids, so that should not be the definition for hiring people to work in children's programs."

In an article written by Nicholas Groth, William F. Hobson, and Thomas S. Gary titled, "The Child Molester: Clinical Observations", copyrighted in 1982 by The Haworth Press, two options are said to exist with regard to disposing of child molestation cases. First, the offender may be incarcerated, and second, the offender may be referred to an out-patient program or agency for treatment. The authors state that the later approach should always be stipulated as a condition of probation or parole. However, the authors also believe that treatment in an out-patient setting should not be used, and placement should be in an institutional setting, when:

"a. A threat of harm or actual physical force or abuse played a role in the offense,
b. The sexual activity involved any bizarre or ritualistic acts (such as enemas or bondage),
c. The sexual offense is one aspect of numerous antisocial behaviors or a criminal lifestyle,
d. The sexual offense is secondary to a condition of serious psychopathology (such as psychosis, retardation, addiction, or organicity),
e. The offense constitutes a chronic sexual fixation on children rather than a regression under identifiable stresses,
f. The offender either denies his offense or does not regard such behavior as inappropriate and there is no dependable agent to supervise or monitor his daily living, or
g. The offender has few psychological areas of conflict-free functioning and few dependable social and occupational skills to manage most adult demands adequatedly."

From his considerable experience in this area, attorney Irving Prager, in the article referred to earlier, observed that "so little is now known about pedophilia that it is far from certain that a demonstrably effective cure will ever by developed." Therefore, "if pedophilia is a basic sexual orientation, 'curing' pedophilia might be as improbable as 'curing' heterosexuality." He observed that "methods of treating sex offenders, like the theories on which they are based, are diverse, often controversial and sometimes seemingly bizarre." He also said that treatment methods utilized are not analagous to medical prescriptions. "Even their practitioners shy away from claiming that their favorite methods are known to effect cures."

Regarding recidivism Prager commented that "since pedophilia is a self-reinforcing lifestyle producing satisfaction to the pedophile, repetition increases the probability of repetition." Pedophilia, he said, "is probably as potent a compulsive force as other sexual orientations. Thus, some pedophiles admit to molesting hundreds, even thousands of children. And estimates by experts on the subject, concluding that recidivism among child molesters is at least five times greater than is reflected in other criminal records, may indeed be conservative."

Prager concluded his article by noting that "some criminals may be motivated to cease their dangerous behavior by remorse, a desire to change their lifestyle, fear of probable apprehension and severe punishment or, simply, the effects of aging. Pedophiles, however, unlike most other criminals," Prager observed, "remain dangerous partly because they are rarely remorseful or desirous of changing their behavior, knowing that apprehension and severe punishment are highly improbable, and do not lose their urge to commit their crimes even when approaching old age." And he said that "while common humanity might justifiably evoke concern for the well-being of even the most despised elements of society, common sense should compel the realization that a society which allows the freedom of men who prey on children is not only ineffective but also is morally indefensible".

The results yielded by a study of 41 randomly selected court cases of child molestation in Jefferson County show some interesting trends in sentencing. Those cases are listed in the exhibit at the end of this chapter. Cases in which the defendant appeared contrite and penitent for his crime usually resulted in probated sentences. At least one local authority has termed this "foxhole religion", referring to the fact that offenders appear to find the error of their ways when being shot at from all directions. Letters from friends, and in one case from the victims themselves, also generally were viewed in a favorable light by the court when considering motions for probation. And defendants with no prior criminal record and receiving community backing in the form of letters from friends, relatives, employers, etc. were <u>all</u> given probated sentences.

Defendants showing no remorse for their crimes received notably harsh sentences. Particularly violent criminals, such as the old man who anally sodomized a boy age 10 and a man who raped a girl age 3, received stiff sentences. Persistent felony offenders (PFO's) received obviously stiff sentences.

Charges that were dismissed were dismissed for a variety of reasons. Most of the dismissed cases that we looked at involved victims who knew the defendants and were unwilling to prosecute. Parents of the victim may have brought a charge against a defender in a moment of anger and reconsidered as the personal pain, not necessarily the long-term pain and injury to the child, subsided. Other charges were dismissed due to a lack of physical evidence. (It is noteworthy that all arrests by the Jefferson County Exploited and Missing Child Unit, discussed in the next chapter, led to convictions -- in part because of the thorough investigative homework and preparation of witnesses, but also because Unit cases generally involve multiple victims who can testify.)

Defendants sentenced to prison terms were on the whole either persistent criminals, violent offenders, or men showing no remorse for the crimes they had committed. Offenders who had strong community backing, on the other hand, in the form of letters from friends, relatives, employers, parishioners, etc. were all given probation regardless of their brutality, depravity or number of victims. It appeared as though the court in these cases held a more favorable view of the treatment potential than many other medical and legal experts, and offenders who appeared contrite or had scores of friends vouching for their good character seemed best able to convince the court of their sincerity and good intentions.

The problem is that pedophiles often command respect in their communities, and they are frequently authority figures (e.g., teachers, priests, pastors, scout masters, choir leaders, etc.). Pedophiles are generally respectable in every respect, except one major area: their sexual orientations are toward children, but sex with children is never consensual. And according to a study of 238 sex offenders by Dr. Gene G. Abel, director of the Sexual Behavior Clinic at the New York State Psychiatric Institute, each child molester was responsible for abusing an average 68.3 young victims -- more than three times the number of adult women assaulted by each convicted rapist and one of the most serious offenses because the molesters are often set free to commit their acts time and time again.

System Gaps

The "system" bears partial responsibility for the exploited and missing child problem in other respects as well. In November 1981, Jefferson County representatives told the Subcommittee on Juvenile Justice of the U.S. Senate committee on the Judiciary that child tragedies are made possible in part because of holes or gaps in the system. The demands upon law enforcement and social service agencies are many and increasing, and resource limitations make it virtually impossible to investigate every missing person and runaway report. Law enforcement and social service agencies within the same community may not be aware of each other's existence, let alone share information and work together. Between communities the information-sharing is even worse, despite the fact that child exploiters often move from one community to another in virtual anonymity and security. Cases of exploited or missing children, therefore, may often go unidentified.

Police officers seldom treat child prostitutes and runaways as being of much informational value. And even those that do are not usually trained to relate to kids in a way that the kids can be of much help in making a case against a pedophile. Social workers, who are better trained in this area, are often viewed suspiciously by police as wanting to solve all of the world's problems while putting none of the blame on children and no one behind bars. In fact many of the "street kids" are not wholly innocent, vulnerable victims, but rather appear to be

perpetrators, to a certain extent, in their own right. Major overlaps with other criminal activity have been discovered, and in many cases it is difficult to precisely identify which of the parties (adult or child) is exploiter and which is exploited. However, the child is almost always the victim, because without an adult encouraging, profiting from, and criminally misusing the neglected or runaway child, in most cases the child would not have turned to criminal activity.

Parental Abductions

Some of the most glaring gaps exist in the system to identify, locate and return missing children. In order to partly understand the system's failures in this area, it should be understood that a significant percentage of missing children are missing as a result of parental abductions, commonly called "snatchings".

There are four common patterns of child snatching which occur:

a. Before divorce is final, one parent will snatch the child and leave the state to prevent the other parent from obtaining custody.
b. After divorce and custody are granted, the non-custodial parent snatches the child to seek modification of the decree in another state.
c. After divorce, the parent granted custody disappears with the child to prevent visitation and/or modification of the decree.
d. Conflicting custody awards are made in separate states.

The motivation behind most child snatching is not love, but revenge -- to get back at the other parent. And most worrisome about this is the fact that, as studies have shown, 90 percent of parents who illegally snatch their children are emotionally unstable and have histories of abuse or violent behavior. However, the numbers are so large -- over 100,000 children are abducted by parents each year in this country -- and custody battles are like ping pong, going back and forth, that law enforcement authorities have grown insensitive to these cases or have simply thrown up their hands in frustration.

Unfortunately, this attitude sometimes extends to law enforcement tools, like the National Crime Information Center computer (NCIC) which is available for law enforcement use nationwide to help track and locate, among other things, missing children. In 1982, Congress passed the Missing Children's Act which essentially accomplished two things. First, it encouraged local law enforcement agencies to enter missing children into the NCIC, and if they failed to do so, it provided parental access to the system. Second, it mandated that coroners offices around the country report information regarding unidentified deceased to the NCIC, because of estimates that up to 5,000 unidentified dead people, many of them children, are buried each year in John and Jane Doe graves around this country. The Missing Children's Act was never designed as a panacea. The computer is only effective if consistently and widely used, however that has not been the case. In a statement released on May 24, 1983, by U.S. Senator Paula Hawkins, sponsor of the Missing Children's Act, use of the NCIC was reported to be up 11 percent, however many police departments, most notably several major city departments, were neglecting to use the NCIC for listing children at all. Many departments were particularly reluctant to enter children who were missing as a result of parental snatches because of a feeling that these children were missing as a result of domestic disputes which should not concern police.

Indeed some of our laws have been based on a similar attitude. For example, the crime of "Custodial Interference" in Kentucky is a felony in all cases except where a family member is the one who interferes with custody, in which case it is a Class A misdemeanor. When the offense is a misdemeanor, authorites are precluded from extraditing the offending parent from another state of jurisdiction, which sometimes causes the parent with custody to enter that other state and snatch the child back.

39-879 O - 85 - 19

EXHIBIT

RANDOM SAMPLE OF CASES

DEFENDANT	ARREST DATE	CHARGES	SENTENCE RANGE	AGE OF VICTIM	PLEA	DISPOSITION
1	2-9-82	Sex.Abuse III	90 days	---	Guilty to Sex. Abuse III	60 days, probated for 2 years. Psychiatric treatment required
2	2-18-83	Unlawful Trans. w/Minor	12 months	---	Not Guilty	Charge dismissed.
3	11-24-82	Sod.III (4 cts) Sex.Abuse I (2 cts) Sex.Abuse II (12 cts) Sex.Abuse III (4 cts)	1-5 years 1-5 years 12 months $500 max 90 days	---	Guilty to Sex. Abuse II, other charges dismissed	12 months, probated for 2 year
4	5-6-81	Unlawful Trans. w/Minor. Distrib. of obscene material Sod.III Sex.Abuse III	12 months $500 max 90 days $250 max 1-5 years 90 days $250 max	---	Not Guilty	All charges dismissed.
5	8-9-82	Rape III	1-5 years	---	Guilty to Sexual Misconduct	6 months, probated for 2 years
6	2-22-83	Unlawful Trans. w/Minor	12 months	---	Guilty to charge	$50. fine.
7	2-10-83	Rape III Unlawful Trans. w/Minor Assault IV	1-5 years 12 months $500 max 12 months $500 max	---		All charges dismissed.

DEFENDANT	ARREST DATE	CHARGES	SENTENCE RANGE	AGE OF VICTIM	PLEA	DISPOSITION
8	6-17-82	Attempted Se . Abuse I	12 months $500 max	---	Guilty to charge	$25 fine.
9	3-9-83	Distrib. of Ob-scene Material	90 days $250 max	---		Charge dismissed.
10	10-31-80	Sod.II (5 cts)	5-10 years on each count	13 & 14	Guilty to charge	5 years on 4 cts (to run con-currently), probated for 5 years
11 & 12	10-16-80	Rape I	20-life	14	#11 Guilty to Sex. Abuse II	12 months, probated for 2 years
		Sod. I	20 .ife		#12 Guilty To Sod.I & Sex. Abuse I	10 years, probated,
		Sex.Abuse I	1-5 years			
		Conspiracy to Sex.Abuse I	12 months			
13	12-22-80	Sod.II	5-10 years	---	Guilty to Sod.III (amended)	4 years, probated for 5 years.
		Sex.Abuse II (2 cts)	12 months		Guilty to Sex. Abuse II	
14	11-4-80	Sod. II	10-20 years	---	Guilty to Sex. Abuse II and Sod. III (Amended)	5 years, probated for 5 years.
		Sex. Abuse II	12 months			
15	12-17-80	Incest Sex.Abuse III	1-5 years 90 days	14	Not Guilty	5 years for incest, probated. 90 days for sexual abuse servec in County detention.

DEFENDANT	ARREST DATE	CHARGES	SENTENCE RANGE	AGE OF VICTIM	PLEA	DISPOSITION
16	11-4-80	Sex. Abuse I	1-5 years	7	Guilty to charge	1 year.
17	6-4-80	Rape III	1-5 years	15	Guilty to charge	1 year hard labor.
18	12-30-80	Sex.Abuse I Custodial Interference	1-5 years 12 months	12	Not Guilty to Sex Abuse I	Custodial interference charge dismissed. Not guilty of Sex. Abuse I.
19	3-26-81	Incest	1-5 years	15	Guilty to Sex Abuse I	5 years, probated for 5 years. Ordered to receive psychiatric treatment.
20	11-10-80	Rape I	20 years-	---	Guilty to Sex. Abuse I	2 years, probated for 5 years. Ordered to undergo alcoholic counseling.
21	11-14-81	Incest Sod. III(4 cts) Sex. Abuse III	1-5 years 1-5 years 90 days	14 & 16	Guilty to Incest Other charges dismissed	5 years. Motion for shock probation overruled.
22	3-2-81	Incest Sex.Abuse III Sod. II	5-10 years 12 months 10-20 years	15	Guilty to Incest Guilty to Sex. abuse III Guilty to Sod.III	5 years. Released on motion because victim's mother needed offender's child support payment.
23	12-31-80	Rape I Sod. I	20-life 20-life	17	Not Guilty to all charges	Life sentence, affirmed on appeal.

DEFENDANT	ARREST DATE	CHARGES	SENTENCE RANGE	AGE OF VICTIM	PLEA	DISPOSITION
24	12-8-80	Sod. II Sex.Abuse II	10-20 years 12 months	14 & 16	Guilty	10 year sentence imposed, but charges dismissed after the the court received letters from victims and victims' mother.
25	2-25-81	Sod. I Kidnapping	20-life 10-20 years	10	Guilty to Sod. I	10 years. Kidnapping charge dismissed.
26	2-17-81	Sod.I	20-life		Guilty to Sod. I	20 years. (Not eligible for probation because defendant was currently on probation).
27	12-18-81	Rape I	20-life	3	Not Guilty	Life sentence affirmed on appea
28	2-23-81	Rape I PFO I	20-life	13	Guilty	22 years.
29	8-12-80	Att. Rape	5-10 years	16	Guilty	5 years.
30	1-2-80	Rape III (3 cts)	1-5 years	14	Guilty to Sexual Mis-conduct	6 months in jail and motion for work release granted (victim's mother did not want embarassing trial).
31	1-4-81	Sod.I (2 cts) Rape I Sex. Abuse I	20-life 20-life 1-5 years	7	Guilty to Sod.II Other charges Dismissed	10 years, shock probation, 5 years probated.

DEFENDANT	ARREST DATE	CHARGES	SENTENCE RANGE	AGE OF VICTIM	PLEA	DISPOSITION
32	3-12-81	Sod. II (10 cts) Sex.Abuse II (10 cts)	10-20 years 12 months	14	Guilty	10 years, probated for 5 years.
33	5-11-81	Sex.Abuse I (2 cts.) Rape I (4 cts) Sod. I (5 cts)	1-5 years 20-life 20-life	9,10,11	Guilty	10 years. Motion for shock probation overruled.
34	1-12-81	Rape I (2 cts) Sex. Abuse I Rape II (3 cts)	20-life 1-5 years 10-20 years	11 & 12	Guilty to all charges	20 years probated for 5 years (must receive psychiatric and alcoholic counseling).
35	4-81	Rape I	20-life	8	Not Guilty	5 years, affirmed on appeal.
36	4-14-81	Sod.III (8 cts) Sex. Abuse II Sod.II (3 cts) Unlawful Trans w/Minor Distrib. of Obscene Material	1-5 years 12 months 10-20 years 12 months 12 months	14,15, 16	Guilty to all charges	10 years, supervised probation for 5 years. 200 hours of community service
37	6-11-82	Rape I Sex. Abuse I	20-life 1-5 years	7	Guilty to all charges	20 years, probated for 5 years (on recommendation of victim's parent).

DEFENDANT	ARREST DATE	CHARGES	SENTENCE RANGE	AGE OF VICTIM	PLEA	DISPOSITION
38	1-27-82	Unlawful Trans w/Minor (2 cts)	12 months	14 & 15	Guilty	12 months.
39	9-2-82	Rape I Rape II	20-life 10-20 years	12 & 13	Guilty to Sex. Abuse I & II	5 years probated for 5 years. 100 hours community service (Psychiatric report stated defendant unlikely to commit these crimes again).
40	3-22-82	Rape I Sod. I	20-life 20-life	3,4 & 5	Not Guilty	70 years (on appeal).
41	5-14-82	Rape I. Sex.Abuse I (10 cts) Wanton End.I (3 cts) Sex.Abuse II Indecent Exp. (5 cts.) Unlawful Trans w/Minor	20-life 1-5 years 1-5 years 12 months 90 days 12 months		Guilty to all charges but Rape I which was dismissed	5 years probated for 5 years on condition that this elderly defendant live with his son and stay away from the neighborhood.

WHAT IS BEING DONE?

Various communities and community groups across the country are working to solve the problem of exploited and missing children, but probably no community has been more committed in recent years than Jefferson County, Kentucky.

Local Task Force

As explained in the Introduction to this report, after learning of the existence of child pornography and prostitution in the Jefferson County area, County Judge/Executive Mitch McConnell moved quickly to establish a local intergovernmental, interagency task force on child prostitution and pornography which was comprised of local, state and federal police agencies, the local juvenile authority, the local prosecutors and others. He also committed scarce local government resources to fund a new Exploited Child Unit to work on a daily basis, using teams of police and social workers, across political and jurisdictional boundaries to solve a problem that was viewed, prior to that time, as essentially a police problem. Created in the wake of an increasing incidence of criminal victimization of children nationally, particularly through sexual exploitation, and at a time of outrage over the child murders in Atlanta, Chicago and Houston, Jefferson county's task force concluded after further investigation and research that a virtual epidemic of child tragedies was occurring in America and was spreading throughout Kentucky. And it concluded that the well-publicized tragedies of Atlanta, Chicago and Houston could reoccur in Louisville unless the local task force seriously assumed its role and mission and aggressively acted to protect the community's children.

Understanding all this, the primary mission of the Exploited Child Unit, working under general task force direction, was, therefore, to indentify adult exploiters, arrest them, and try to remove them from society, while aggressively seeking to find child victims early in order to protect them from further abuse and exploitation. Accordingly, in the first three years of local task force and Exploited Child Unit existence, over three dozen major arrests were made freeing literally hundreds of children from sexual abuse and exploitation, and not one case was lost in court.

Arrests

In one case, after a six-month investigation in 1981, a local clergyman was arrested and indicted on multiple sex crimes charges involving child prostitution and pornography with approximately a dozen boys, ages 12 to 16. He pleaded guilty in 1982 in Jefferson Circuit Court. In another case, young boys, who were recruited out of a local group home to work in a nearby night-club, were sexually exploited by an employee of the night club who later pleaded guilty to multiple sex crimes charges. In another large case in 1982, Louisville police and the Jefferson County Exploited Child Unit arrested a wealthy, white Louisville businessman for sharing his exclusive lifestyle with dozens of needy black youths from Louisville's West end. According to newspaper accounts, the man (a British citizen) had bought the young boys fine clothes, driven them to fashionable restaurants in his Lincoln Continental, taken them on exciting trips and entertained them in his exclusive high-rise condominum. The Jefferson County Grand Jury handed down a 54-count indictment, charging that he used teenagers for sex and tried to bribe a witness. Also in 1982, after a 14-month investigation by the Jefferson County Exploited Child Unit along with special agents of the Kentucky Attorney General's Office and Kentucky State Police, a mail-order minister who was running a mission in Louisville was arrested, indicted and plead guilty in Simpson County Circuit Court on charges of child pornography and promoting prostitution with minors. For $6,000 in food stamps and $1,000 in cash, he sold one of two boys who he brought with him from Murfreesboro, Tennessee to Franklin, Kentucky for the sale. Early in 1983, Louisville police and the Exploited Child Unit

arrested a 36 year-old Louisville man and charged him with 91 sex crimes involving 13 boys age. 12 to 16. The children told authorities about a soft-spoken man who said he was a decorated veteran of the Viet Nam War, whose house was filled with comic books, plastic Star Wars figures and paintings of Jesus, and who routinely beat his dogs. As with many of these cases, police found numerous photographs of young children.

Almost daily now, the Louisville newspapers contain stories of arrests and convictions of adults who have sexually exploited or abused young children. The Exploited and Missing Child Unit has cracked the sexually exploited child cases, while the Louisville and Jefferson County Police Department Youth Bureaus continue to work the intrafamily sexual child abuse cases. For example, in early May, 1983, a 52-year old man pleaded guilty in Jefferson Circuit Court to charges of sexual abuse involving two girls for whom he babysat. During the same week, a 37-year-old man was sentenced to 20 years in prison in Jefferson Circuit Court for sexually abusing a 9-year-old girl, and a 45-year-old man was convicted of sexual abuse of a 7-year-old girl for whom he babysat. Later that month, a 34-year-old man was sentenced to 15 years in prison on charges of sodomy and assault involving a 12-year old boy. Soon thereafter, a 32-year-old man was found guilty in Jefferson Circuit Court of raping a 4-year-old and sodomizing a 5-year-old boy. That same week, a 35-year-old man pleaded guilty in Jefferson Circuit Court to three counts of sodomy involving a boy, 9 years old and a girl, 10. Another 32-year-old man was sentenced to three years in prison for sexually abusing a 14-year-old girl, and a 48-year-old man was sentenced to five years for sexually abusing a 7-year-old girl.

In June, 1983, there were more reports in the newspapers. One of those involved a Fayette County man arrested on charges of sexual abuse and harrassment of young children in suburban Louisville. Also, a Lexington building contactor pleaded guilty in Fayette Circuit Court to two counts of sodomy with a young boy after being charged with numerous counts of sodomy, sexual conduct, inducing sexual performance of a minor, and distributing child pornography. In July, 1983, a 19-year-old man was sentenced in Jefferson Circuit Court to 20 years in prison for sexually abusing a 9-year-old girl and sodomizing a 7-year-old boy. Also, a Louisville man pleaded guilty to killing a 14-year-old girl by pouring chloroform on her bed clothes as she slept. Police said that the man, who apparently administered the drug off and on for several months, wanted to knock the girl out so he could look at her body.

Task Force and EMCU

The cornerstone of these successful investigative efforts are the police/social worker teams of Jefferson County's Exploited Child Unit (recently renamed the Exploited and Missing Child Unit) to which have been committed four full-time social workers and clerical assistance from the Jefferson County Department of Human Services, one full-time police officer from the Jefferson County Police Department, two from the Louisville Division of Police (LDP), police supervision from the commander of the LDP Criminal Intelligence Unit, and routine assistance from the vice and intelligence units of the two police departments. In addition, the City and County have committed the staff and resources of the local Crime Commission to coordinate local task force activities, and the County Judge/Executive, who organized the Unit, maintains frequent personal contact. The Commonwealth Attorney's, Kentucky Attorney General's Office, and FBI have likewise committed their resources to these investigations and case prosecutions.

With this impressive involvement at all levels, law enforcement has gained new skills in child interrogation, investigation and protection. Exploited and Missing Child Unit team members have learned that kid cases are different, that children cannot be treated simply as small statured adults, and they have consistently focused on the child as victim in an effort to affirmatively and aggressively protect children. These efforts and accomplishments have been carried through without grants of federal and state monies, but simply through a reallocation of County and City funds and resources, after a decision that kids deserve the highest funding priority.

A secondary, but equally important, mission of the county task force has been to sensitize the public to these shadowy problems. As an initial effort, the county task force distributed 10,000 posters throughout the community, alerting people to a new 24-hour hot line to call with information regarding instances of child pornography or prostitution. The county task force has also met with and trained school administrators and counselors, church groups and community organizations. Because of this public sensitization, but also because of the new intelligence networks and communication channels which have opened through the increased interagency, intergovernmental cooperation, referred to earlier, there has been a remarkable flow of valuable information to the police/social worker teams of investigators. In the first 3 years of recordkeeping in Jefferson County, the Exploited Child Unit received over 2,000 informational leads involving over 1,200 kids. The likelihood of exploitation or abuse existed in 84 percent of these cases.

Missing Children

In Jefferson County several additional approaches to prevent child victimization have been developed. One initiative was to reconstitute and rename the Exploited Child Unit as the Exploited and Missing Child Unit. The Unit nearly doubled its staff complement, and detailed procedures for handling missing child complaints were implemented. A Jefferson County Police Department beat unit is now dispatched on all missing child compaints that come to the County Police Department. The new Exploited and Missing Child Unit is thereafter contacted for follow-up investigation. All missing child complaints are entered into the national NCIC computer within 24-48 hours of receipt of the complaint and immediately if "unusual circumstances" are indicated. Most importantly, the new Unit will not close a missing child case except by locating the missing child. The thrust of this effort is to insure that every feasible means of locating missing children on complaints to the Coutny will be explored as quickly and as thoroughly as possible by the police/social worker teams specifically oriented to the prevention of child tragedies.

Computer Capability

Another initiative was to give the new Exploited and Missing Child Unit its own internal computer capability. The Unit's files were literally bulging with names of exploited kids and adult exploiters, thus, the computer promised to greatly enhance the Unit's capability to locate potential child victims early and to track and identify possible adult predators. It was said by County Judge McConnell that this is the computer age, and to not use these tools would mean that Jefferson County was not putting forth the effort rightly expected of its leadership role in helping exploited and missing children.

A third initiative allowed police agencies throughout Kentucky to begin utilizing the Jefferson County computer. Since runaways from many Kentucky communities naturally migrate to Louisville, the big city, and since those who want to exploit children for commercial sexual purposes tend to do so most frequently in the urban environment, it was felt by Judge McConnell that Jefferson County would be shirking its responsibility to Kentucky's children if it did not make available for statewide use the technology existing in Jefferson County with the specialized Exploited and Missing Child Unit computer. Judge McConnell wrote to every Kentucky police chief and sheriff to explain the EMCU computer program, noting that it could correlate up to 250 data items on every missing child report, including a variety of physical descriptions, the child's most recent locations and known associates. And he said that all the County's Exploited and Missing Child Unit would need to accept a missing child report was reasonable assurance from the reporting police agency that a missing child report also was entered in the NCIC and evidence or reasonable suspicion that the missing child was:

a. out of the chi' l's local area; or
b. ten years of age or younger; or
c. metally incapacitated; or
d. drug dependent; or
e. a potential victim of foul play, sexual exploitation, or in a dangerous environment;
f. with adults who may endanger the welfare of the minor; or
g. absent from any child-caring home, facility or institution.

Fingerprinting

A fourth initiative was to organize a comprehensive, but voluntary, program to fingerprint all school children in Jefferson Coutny. In cooperation with the public, parochial and private schools, the Jefferson County Neighborhood Response Office in the Spring of 1983 fingerprinted nearly all 1st and 5th graders (some 25,000 of them). Beginning in the Fall of 1983, local PTA's, PTO's and other volunteers are continuing the program with help from the Neighborhood Response Office in an attempt to fingerprint all Jefferson County children.

At the active encouragement of, and through dozens of personal contacts by, Task Force Chairman McConnell, community leaders and organizations in counties across Kentucky have initiated child fingerprinting programs. One of the first programs in Kentucky was sponsored by the Temple Sisterhood, and other organizations (often with help from local police or sheriffs departments and the Kentucky State police) have independently sponsored fingerprinting programs of their own. The Winn-Dixie chain of grocery stores statewide has also gotten involved. A list of local fingerprinting contacts is included in the Appendix to this report.

Across th ountry child fingerprinting projects are springing up like weeds in a garden, but not without some skepticism and even criticism. Some authorities doubt the value of fingerprints in locating missing children, while other skeptics claim that the practice is a violation of children's civil rights. Some critics claim that the whole movement is an overreation to an admittedly serious problem.

Unfortunately, fingerprints are, at best, of secondary value in locating a missing child; indeed their main use is helping police indentify a dead body. However, fingerprinting projects are extremely useful in helping raise awareness among parents and children about the potentials for abduction and exploitation. They are not a violation of children's civil rights, particularly as long as the police agency, school or other organization taking the fingerprints does not retain a copy of the child's fingerprints for its own use or files. Finally, fingerprinting is by no means an "overreaction". Such projects help raise public awareness, and the prints may one day be of some value to police in helping locate a missing child, just as a recent photograph of the child and other identifying descriptions may help.

"Body Safety" Programs

Probably even more important than fingerprinting as a device to raise public awareness in this area of concern are sexual child abuse and "body safety" programs which are being sponsored in some communities on a limited basis by spouse abuse, rape relief or family violence centers. In Louisville, the YWCA/Rape Relief Center has produced a sexual child abuse program using trained volunteers to take the program into several communities' schools. As a result, in at least one Kentucky county, several school children came forward with allegations of sexual abuse which, in turn, were given to local police for follow-up investigation. Several arrests were ultimately made. The Jefferson County Exploited and Missing Child Unit has also developed a program on the topic of "body safety" for children, which the Unit's community education specialist has presented to several thousand area school children. In other areas of Kentucky, additional organizations, like the Women's Crisis Center in northern

Kentucky, are involved in promoting similar programs, however all these efforts are severely limited by the number and availability of trained volunteers and funding. Also, presently there exists no uniform program or method of educating children about body safety and the potentials for sexual abuse and exploitation.

Volunteer Groups

Volunteer groups have been increasingly organizing, both in Kentucky and nationally. The best known organization is SLAM (Society's League Against Molesters) which was founded in 1980 in California by Patti Linebaugh after the death penalty conviction of Theodore Frank for the brutal torture-murder of Ms. Linegaugh's 2-year-old granddaughter. Frank had a 20-year history of child molesting and admitted to victimizing up to 150 boys and girls. Despite this, he was released from the hospital after supposedly being treated and cured. Six weeks later, two more children were kidnapped and brutally molested and one was murdered.

Initially, SLAM focused on terminating the ineffective "mentally disordered sex offender" (MDSO) program in California. But SLAM soon turned its attention to other legislative proposals as well, and in January, 1982, several SLAM initiated or supported bills became California law (e.g., mandatory prison sentencing for many types of child molesters). Additonal SLAM-promoted legislation is pending in Sacremento. More recently, SLAM has broadened its scope of activities to include public education about child molestation, victim aid and counseling, and court monitoring. Chapters are being formed around the country.

In northern Kentucky an organization called ECHO (Exploited Children's Help Organization) was formed in response to the desperate search of a family for their missing son. As parents with similar problems and concerns came to the aid of this family, membership in ECHO grew, and the focus of the organization came to include, not only missing children, but all children who are victims or potential victims of exploitation by adults. ECHO's principal focus is victim counseling. Chapters of the northern Kentucky ECHO organization have now been formed in Louisville and in Fayette County, Kentucky.

Runaway Shelters

A primary instigator of the ECHO concept was an organization in northern Kentucky called the Brighton Center, which has been in the business of helping exploited and missing children for years. Recently, the Center received a federal grant through Kentucky state government to establish a shelter house in northern Kentucky. The oldest recognized runaway shelter in Kentucky is in Louisville. Called "Shelter House" and located at 1414 South First Street in Louisville, Louisville's Shelter House was founded in January, 1974. It offers two programs: a short-term, crisis oriented program (Shelter House I) and a long-term, permanent residential program (Shelter House II). Residential services are provided for over 600 youth annually, and over 5,000 individual children have been housed since 1974. The average stay at the short-term program is less than two weeks. Long-term stays average nine months to one year. Parental permission is required for all residential services.

The typical resident coming to Shelter House is female, 15 years of age, and from the Louisville/Jefferson County area. About 20 percent of the children come from outside Jefferson County. Most Shelter House clients come from broken homes, have been away from home less than seven days upon entering Shelter House, but eventually leave Shelter House to enter staff approved placements. In 1982, Shelter House averaged 20 youngsters per night at an operating cost of about $40 per child per day. Shelter House operations are managed and supported by the YMCA Center for Youth Alternatives and its volunteer Board of Directors.

Call-Back Programs

Call-back programs are designed to alert parents early if their child did not arrive at school as scheduled and to allow the parents, and police officials if suspicious circumstances are involved, to work with time to their advantage in searching for a child where foul play may have been involved. Generally, school administrators or teachers operate the program on a school by school basis calling parents at home or work in the early hours of the school day. However, PTA/PTO or other parent volunteers sometimes operate the call-back programs in schools where the school administrators or teachers are too occupied with other pressing school matters.

At least one Kentucky school system, the Jefferson County school system, instituted a "call-back" program in the fall of 1982 at the encouragement of The Jefferson County Exploited and Missing Child Unit.

Treatment

Programs sponsored by the YWCA/Rape Relief Center in Louisville, the Lexington Rape Crisis Center, the Women's Crisis Center in northern Kentucky, the Owensboro Area Spouse Abuse Center, the Barren River Area Safe Space, and the Women's Area Spouse Abuse Center in Paducah were the principal programs identified by the task force designed to help victims of sexual child abuse. Although the methods may vary, the essential focus of each program in counseling child sexual abuse victims, in the words of one center staff member, is to "empower children with feelings of self-worth and self-esteem" which are often lost after the sexual assault. None of the programs seemed rich in financial resources, and all apparently rely to a great extent on volunteer assistance.

A program to insure that at least some convicted sex offenders receive needed couseling before they are released back into society was begun about four years ago at the Kentucky State Reformatory near LaGrange. It is not the well-funded large-scale program that apparently exists in states like Florida, New Jersey or Washington. In fact, it appears to rely largely on one man's personal effort, Chief of Casework Services Claud Turpin, assisted by psychiatric social worker Mary Ann Eaglin.

Most admissions to the program are completely voluntary, where each man must first accept total responsibility for the crime he has committed and must come to the realization that his victims did not like the sexual attack. Some convicted offenders are now also being committed to the program by court. Of the apparently 300 sex offenders in Kentucky's prisons, as of September 1983, 30 men were attending the LaGrange program, 20 at the Luther Lucket Facility, 10 to 15 at the Eddyville penitentiary and 12 to 15 on parole who receive counseling every Monday night in Louisville.

Although additional sex crimes, according to Turpin, have probably been prevented as a result of the program, Turpin also admits that "any man who has gone through the program is capable of repeating the crime." He suspects that some sex offenders participate in the program, just as many join service organizations and find religion, in part to receive early parole. But he believes that at least an equal objective is to receive proper treatment for problems the offenders have come to recognize they have. Turpin believes in probation of sex offenders only with mandatory couseling.

Nationally

Probably the two most famous groups nationally are Father Bruce Ritter's Convenant House in New York City and Child Find in New Paltz, New York. Father Ritter started

salvaging young lives in 1968 and today operates a shelter for runaways which, although constantly on the edge of financial disaster, costs about $6 million a year to feed, clothe, shelter and care for its charges. Father Ritter's world is the sordid world of the Times Square sex industry, and his life's work is to free the thousands of runaway youngsters enslaved in it.

Child Find, Inc. was founded after Etan Patz, age 6, disappeared on his way to school some four years ago. Although police in New York City mounted a massive search for the boy, the Patz's were stunned to discover how helpless federal law, in particular, was to act quickly. The FBI would not treat a child as a victim of a kidnapping unless there was proof, in the form of a ransom note, that a crime took place. And the Federal Parent Locator Service was really only available to search out parents in default of child-support payments.

Child Find is committed to locating missing children for parents and to locating parents for children. For children searching for parents, or for someone who knows the location of an abducted child, Child Find's toll free number is 1-800-431-5005. For a parent searching for a missing child, the Child Find number is 914-255-1848. Child Find can also be written at P.O. Box 277, New Paltz, New York, 12561. For $50 (one-fifth of the daily fee for a private investigator), parents can list their missing children in CHILD FIND magazine.

Another organization that has received some national attention is "Parents of Murdered Children", which was formed in Cincinnati, Ohio late in 1978 when several parents whose children had been murdered met to help each other through their grieving. Bob and Charlotte Hullinger found that many people did not want to talk about, or listen to them talk about, their 19-year-old daughter who was murdered. To them, however, how was it possible for them to "not talk" about the murder of their own child? In their search for someone who would listen and understand their need to talk about what had happened, they discovered other people who had undergone a similar experience and were coping with the same problems.

Parents of Murdered Children, therefore, was formed to offer support and friendship to any parent whose child has been murdered; to provide sharing groups that meet on a regular basis; to provide information about the grieving process through programs and libraries; and to share information about the criminal justice system as it pertains to parents whose children have been murdered. The address of Parents of Murdered Children is 1739 Bella Vista, Cincinnati, Ohio, 45237. The telephone number is (513) 242-8025.

Two Washington, D.C. based organizations are dedicated to educating the public about the scope and tragedy of runaway children. The National Fund for Runaway Children, which is administered by Act Together, Inc. (a non-profit agency in Washington, D.C. focusing on problems facing high-risk trouble youth) is located at 1511 K Street, Suite 805, Washington, D.C. 20005. The National Youth Work Alliance is located at 1346 Connecticut Ave., N.W., Washington, D.C. 20036.

In Florida, the Adam Walsh Resource Center, Inc., among other things, operates a Missing Child Data Bank, provides trained volunteers to speak for abused and neglected children in the courts and monitors child abuse cases. John and Reve Walsh, whose son Adam was abducted in a shopping store and subsequently murdered, were the driving forces behind the passage of the National Missing Children's Act and behind passage of a similar bill in Florida to set up a statewide clearinghouse on missing children. The Adam Walsh Outreach Center is located at Mercede Executive Park, Park View Bldg., Suite 306, 1876 N. University Drive, Fort Lauderdale, Fla., 33322. The phone number is (305) 475-4847.

A growing number of cities and states are also establishing task forces or specialized units to deal with the exploited and missing child problem. Indianapolis, Indiana, largely because of one officer, Sgt. Tom Rogers, and his nationally recognized work in the child pornography area, and cities like Houston and Atlanta, because of the large-scale child murders there, have

developed recognized expertise in child tragedies. The best known, however, is the sexually Exploited Child Unit of the Los Angeles Police Department formerly headed by Det. Lloyd Martin. Task forces specifically designed to respond to exploited child cases have been created (at the encouragement of and with technical assistance from the Jefferson County Exploited and Missing Child Unit) in Lexington, Kentucky; Charleston, West Virginia; Birmingham, Alabama; and Anchorage, Alaska. Others may exist or are in the process of forming, as communities and law enforcement agencies learn more about the exploited and missing child problem through national conferences like the 1st National Symposium on Exploited and Missing Children (sponsored in Louisville in November '981 by the U.S. Department of Justice, Alpha Phi Alpha Fraternity, the National Conference of Christians and Jews and the Louisville-Jefferson County Criminal Justice Commission) and from groups like the national Child Tragedies Coalition, Inc. which was formed at the Louisville symposium to continue information-exchange and public awareness-raising nationally

WHAT SHOULD BE DONE ABOUT THE PROBLEM IN KENTUCKY?

The Introduction and preceding chapters of this final report presented an overview of the "exploited and missing child problem" and what is being done particularly in Kentucky to combat the problem. This concluding chapter recommends what, at a minimum, should be done in Kentucky to better safeguard Kentucky's vulnerable children.

These "Recommendations" are not prioritized, because each is a priority item in the task force's view. And, as stated at the outset in the Introduction to this report, with one or two exceptions, these recommendations will not cost the state treasury. Even in those instances where some cost is involved, better usage or a reprioritization of existing resources should not be too much to ask of those who have a responsibility to care for, protect and educate Kentucky's children. Sexual abuse and exploitation of children are crimes that hit all sides of the "tracks" equally. And the danger is as real in the seemingly calm suburb or small rural town as in the inner city.

Robert Geiser wrote in the introduction to his book Hidden Victims that "social problems have an uncanny ability to survive most attempts to remedy them. Their first line of defense is to hide from public awareness and then later to spring onto the scene as full-blown crises. As a result, everyone wonders why a problem wasn't recognized until it reached crises proportions."

The Kentucky Task Force on Exploited and Missing Children today calls for statewide attention to the fact that those most vulnerable to criminal victimization are our children and to the fact that the child tragedies of Atlanta, Chicago and Houston were not isolated instances of adult exploitative behavior. Rather there is a growing epidemic of child tragedies in Kentucky and nationally. Failure to recognize the problems and further delay in responding will permit the problem to grow further and allow more children to become victims.

RECOMMENDATION 1: A "Kentucky Missing Children's Act" should be passed by the next session of the Kentucky General Assembly setting up a state computerized Missing Child Information Center and requiring all law enforcement agencies to accept, investigate, and relay to the state clearinghouse all reports of missing children and requiring the state Department of Education to establish a program to identify and locate missing Kentucky school children. (See Appendix at page 37 for a copy of the proposed legislation and a Fact Sheet explaining it.)

RECOMMENDATION 2: A "Child Sexual Abuse and Exploitation Prevention Act" should be passed by the next session of the Kentucky General Assembly establishing (through a $2 -- $4 in the case of joint returns -- donation box on the state tax return for taxpayers owed refunds) a "Child Victims' Trust Fund" to finance local prevention programs which educate children about the dangers of sexual abuse and about the lures of exploitation and which encourage parents and school administrators to teach children about "body safety" rules and techniques. (See Appendix at page 42 for a copy of the proposed legislation and a Fact Sheet explaining it.)

RECOMMENDATION 3: Legislation should be passed by the next session of the Kentucky General Assembly encouraging youth serving agencies, and making clear that youth serving agencies have the right, to request criminal record checks on all persons who apply for employment or volunteer for positions in which they would have supervisory or disciplinary authority over children. (See Appendix at page 51 for a copy of the proposed legislation and a Fact Sheet explaining it.)

RECOMMENDATION 4: Legislation should be passed by the next session of the Kentucky General Assembly amending KRS 532.040 and creating a new section of KRS Chapter 532 to establish certain sexual offenses as offenses where probation cannot be granted and the execution or imposition of sentence cannot be suspended. (See Appendix at page 53 for a copy

of the proposed legislation and a Fact Sheet explaining it.)

RECOMMENDATION 5: Legislation should be passed by the next session of the Kentucky General Assembly permitting the pretrial videotaped testimony of children age 12 and under to be used as evidence in sexual abuse cases. (See Appendix at page 57 for a copy of the proposed legislation and a Fact Sheet explaining it.)

RECOMMENDATION 6: Legislation should be passed by the next session of the Kentucky General Assembly amending certain provisions of KRS Chapter 346 to make clear that innocent child victims of criminal acts may claim compensation from the Kentucky Crime Victims Compensation Board for psychological as well as physical bodily injuries. (See Appendix at page 61 for a copy of the proposed legislation and a Fact Sheet explaining it.)

RECOMMENDATION 7: Legislation should be passed by the next session of the Kentucky General Assembly amending KRS 509.070 to make custodial interference a Class D felony in all cases so that extradition from another state of the person interfering with lawful custody is always possible. (See Appendix at page 64 for a copy of the proposed legislation and a Fact Sheet explaining it.)

RECOMMENDATION 8: Legislation should be passed by the next session of the Kentucky General Assembly creating a new section of KRS chapter 530 and amending another to upgrade to Class D felony status the offense of unlawful transaction with a minor where a person knowingly induces, assists or causes a minor to engage in illegal sexual activity. (See Appendix at page 67 for a copy of the proposed legislation and a Fact Sheet explaining it.)

RECOMMENDATION 9: The Governor, by Executive Order, should charge the state Juvenile Justice Commission with investigating and recommending possible changes in procedures associated with termination of parental rights.

RECOMMENDATION 10: Child fingerprinting programs should continue to be organized in every Kentucky county to insure that every Kentucky child is properly fingerprinted and that his or her parents are provided with the fingerprints (to be maintained at home in a safe place along with a recent photograph of the child and other identifying information about the child) in order to raise the level of public awareness about the problem of exploited and missing children and to help law enforcement authorities locate the child if ever the child turns up missing. (See Appendix at page 69 for a Fact Sheet explaining child fingerprinting programs.)

RECOMMENDATION 11: Call-back programs should be instituted in every Kentucky school whereby parents are immediately notified, and also the police if suspicious circumstances are involved, when a child fails to report to school as scheduled. Also, school boards should institute sign-out and identification procedures governing permission of students to leave school during the school day with an adult.(See Appendix at page 78 for a Fact Sheet explaining call-back programs.)

RECOMMENDATION 12: Sexual child abuse or "body safety" education should be provided in every Kentucky school (or in church schools or through other community programs where the school will not get involved) by trained volunteers in order that children are properly informed about sexual abuse, the lures of sexual exploitation, and how to protect themselves from sexual abuse and exploitation. Teachers, too, should be trained to better recognize the subtle signs of child sexual abuse and exploitation and should be fully supported by the school administration and local police when reporting possible abuse or exploitation under a procedure that does not permit disclosure of the teacher as the person reporting the suspected abuse. (See Appendix at page 79 for a Fact Sheet explaining child sexual abuse or "body safety" education tips and techniques.)

39-879 O - 85 - 20

RECOMMENDATION 13: Kentucky Education Television (KET) should develop and produce a series of television programs appropriate for viewing by children of different age groups, relying on the technical assistance of state task force members, the Jefferson County Exploited and Missing Child Unit, or others with expertise on the subjects of runaway prevention and sexual child abuse or "body safety" education.

RECOMMENDATION 14: The Kentucky Law Enforcement Council should develop and present to police officers statewide a 40-hour training program dealing with the subjects of exploited and missing children. (See Appendix at page 82 for a Fact Sheet outlining a possible "sexual victimization of children program" for police)

RECOMMENDATION 15: Local task forces should be established in counties or multi-county areas, combining resources and focusing on the exploited and missing child problem from an interdisciplinary, cooperative approach, in order to expose the problem, raise public awareness, and initiate efforts to improve local services for exploited and missing children and better protect all children. (See Appendix at page 83 for a Fact Sheet explaining the purpose and design of local task forces.)

RECOMMENDATION 16: Exploited and Missing Child Unit teams of police and social workers should be established in counties of multi-county areas that can afford them in order to focus combined law enforcement and juvenile court efforts on the prevention of further child tragedies. (See Appendix at page 84 for a Fact Sheet explaining the purpose and design of local exploited and missing child units.)

RECOMMENDATION 17: Volunteers should organize locally into groups like SLAM (Society's League Against Molestors) and ECHO (Exploited Children's Help Organization), etc. in order to provide such services as court watch, child fingerprinting, victim counseling, and "body safety" education.

RECOMMENDATION 18: A statewide coalition of concerned citizens and organizations already working in this area of exploited and missing children, should be established to succeed this task force, help implement this final report, and sponsor an annual statewide conference on the topic of exploited and missing children. (See Appendix at page 86 for a copy of the Articles of Incorporation and Bylaws of the Kentucky Alliance for Exploited and Missing Children Inc. and for a membership form.)

North Carolina Department of
Crime Control
& Public Safety
512 N. Salisbury Street P. O. Box 27687 Raleigh 27611-7687 (919) 733-2126

James B. Hunt, Jr., Governor Heman R. Clark, Secretary

CONTACT: L.D. Hyde (919) 733-2126
FOR IMMEDIATE RELEASE

RALEIGH--The Governor's Task Force on Missing Children called today for a comprehensive program integrating federal, state and local resources to combat the problem of missing children in North Carolina.

Heman R. Clark, secretary of the N.C. Department of Crime Control and Public Safety and chairman of the task force, said in presenting the task force report:

"In May of this year, Governor Hunt charged this task force to study the problem of missing children in North Carolina and make recommendations on how to deal with it. The task force held five public hearings across the state and talked with many sheriffs and chiefs of police seeking views on this issue. From these hearings and other research, we are recommending a wide range of initiatives to combat the missing children problem," he said.

Charles Dunn, vice-chairman of the task force, said, "From our studies and hearings into this issue, we found that North Carolinians from the smallest neighborhoods to the Governor's office are deeply concerned about the problem of missing children.

"Many North Carolina communities are taking positive steps to protect their children. We found several areas with safe house programs, fingerprinting programs and other initiatives.

"We also found, however, reports of estranged parents violating court child custody orders and taking their children out of state. We do have, also, runaways and driveaways--children leaving home because of intolerable conditions in the home or the lure of something that seems better in another place," he said.

"The task force recommendations address these pressing issues of the missing children problem in North Carolina," he said.

Among the recommendations of the task force are:

--A missing child should be reported to the local law enforcement agency immediately. The task force found there was a widespread misconception that the authorities required a 24 to 72 hour wait before accepting a missing child report. No such law or regulation exists in North Carolina.

--That all law enforcement agencies make an immediate reponse to a missing child report and that they demonstrate positive leadership in the community in the area of protecting children.

--That the Police Information Network (PIN) be funded to enhance its capability to receive reports about missing children and distribute these reports to law enforcement agencies thoughout the state and nation. The task force found there is no systematic, statewide reporting of missing children, nor is there a central registry for missing children. Currently, there is no hard data on how many children are missing in North Carolina.

--That a North Carolina Missing Children's Information Center be established by executive order within an existing state agency. The center would act as a resource center on the missing children problem and coordinate its work with the National Missing Children's Center. The task force also recommends that the center be enacted into law and be provided support by the legislature.

--That safety house programs, similar to the Safety Haven program in Charlotte and the Block Parent program in Wake County, be instituted to include all 100 counties of the state. The task force found many good initiatives like this underway throughout the state and urges more be started. Programs such as these offer school children safe houses at which to seek sanctuary from real or perceived danger before and after school.

--That the legislature make children who are innocent victims of criminal acts eligible to claim compensation from the North Carolina Crime Victims Compensation Commission for psychological as well as physical injuries.

--That child fingerprint programs be organized in every county of the state to insure that every child in the state has the opportunity to have his fingerprints on record. The record should be given to the parents for safe keeping.

--That schools initiate programs to improve their ability to keep track of children in their charge. The task force urges every school to call the parents or guardian of a child missing from school, contact police when school officials believe suspicious circumstances are present and that the North Carolina

Department of Public Instruction work with the various law enforcement associations in the state to develop procedures and programs to identify missing children as early as possible.

--That the North Carolina Justice Academy work with the various law enforcement associations in the state to develop and present to law enforcement officers an appropriate training program on how to deal with the problem of missing children, using the manual prepared by the law enforcement committee of this task force.

--That local task forces be established to work on the missing children problem, concentrating on inter-agency cooperation, raising public awareness and improving local services for children.

--That law enforcement agencies and social services agencies work together to form missing children unit teams which will focus of prevention of tragedies involving children.

The task force also found that a serious problem exists in North Carolina concerning child abuse and exploitation. It recommends that the General Assembly create a legislative study commission to consider the following issues:

--Enactment of a Child Sexual Abuse and Exploitation Act with a child's victim trust fund to finance local prevention and education programs about the techniques and lures child exploiters use.

--Legislation to establish certain sexual offenses where probation cannot be granted nor the execution or imposition of sentence be suspended.

--Legislation to permit the pre-trial videotape testimony of children age 12 and under to be used as evidence in sexual abuse cases.

--Legislation to make interference with a court child custody order a felony punishable by a sentence of up to 20 years in prison, fine, or both.

--Legislation to require that potential employees of licensed day care centers undergo a criminal records background check.

Clark said, "I want to thank Governor Hunt for creating this task force, and want to thank the task force members for working so hard to find good ways to deal with this perplexing and tragic problem. Also, I thank North Carolinians who are concerned enough about this problem that they shared some of their problems, and some of their successes, with us.

"This report is a beginning, not an ending," he said.

REMARKS BY HEMAN R. CLARK
PRESS CONFERENCE -- GOVERNOR'S TASK FORCE ON MISSING CHILDREN
OCTOBER 23, 1984 -- 1:30 P.M.
RALEIGH, NORTH CAROLINA

GOOD AFTERNOON. WE ASKED YOU HERE TODAY TO UNVEIL THE FINDINGS AND RECOMMENDATIONS OF THE GOVERNOR'S TASK FORCE ON MISSING CHILDREN.

BEFORE WE BEGIN, HOWEVER, I WOULD LIKE TO THANK GOVERNOR JIM HUNT FOR ESTABLISHING THIS TASK FORCE. HE RECOGNIZED THAT THIS WAS A PROBLEM THAT NEEDED ACTION. HIS LEADERSHIP HAS BEEN INVALUABLE TO US.

GOVERNOR HUNT APPOINTED A SPLENDID TASK FORCE OF EXPERIENCED, KNOWLEDGEABLE PEOPLE WITH A LONG STANDING INTEREST IN THE PROBLEM.

(INTRODUCE THOSE MEMBERS PRESENT)

I ALSO WANT TO THANK THE ABLE MEMBERS OF THE TASK FORCE FOR THEIR HARD WORK. ALSO, WE APPRECIATE THE HELP OF THE SHERIFFS AND CHIEFS OF POLICE AND THE MANY CITIZENS WHO SHARED THEIR TRIALS AND TRIUMPHS IN THEIR EFFORTS TO PROTECT OUR CHILDREN.

THE TASK FORCE HELD FIVE PUBLIC HEARINGS ACROSS THE STATE. WE FOUND MANY GOOD, COMMUNITY-BASED INITIATIVES ALREADY AT WORK TO PROTECT OUR CHILDREN. THE SAFETY HAVEN PROGRAM IN CHARLOTTE AND THE BLOCK PARENT PROGRAM HERE IN

WAKE COUNTY ARE TWO EXAMPLES. MANY COMMUNITIES HAVE FINGERPRINTING PROGRAMS UNDERWAY.

WE ALSO FOUND THAT, LIKE THE REST OF THE NATION, OUR BIGGEST PROBLEM WITH MISSING CHILDREN IS THE RUNAWAY, OR DRIVEN AWAY, CHILD. MANY LEAVE BECAUSE OF INTOLERABLE CONDITIONS IN THE HOME AND SOMETIMES FAILURE IN SCHOOL. OTHERS LEAVE BECAUSE OF THE LURE OF SOMETHING THAT SEEMS BETTER IN ANOTHER PLACE.

OUR SECOND LARGEST PROBLEM IS THE ESTRANGED PARENT WHO KIDNAPS A CHILD IN VIOLATION OF CHILD CUSTODY ORDERS ISSUED BY THE COURTS ("CHILD SNATCHING"). THIS IS A PERPLEXING PROBLEM THAT DEFIES QUICK ANSWERS. OFTEN AN INTERSTATE PROBLEM--FBI CAN NOW ACT, AS IN THE DAVENPORT CASE A GREAT COMFORT TO CUSTODIAL PARENTS.

THE RECOMMENDATIONS WE PRESENT HERE TODAY ARE THE SUMMATION OF A LENGTHY REPORT ON THE ISSUE PREPARED BY THE TASK FORCE. THE REPORT CONTAINS DOCUMENTATION, RESOURCE MATERIAL AND WRITINGS ON THE MISSING CHILDREN PROBLEM AND WILL BECOME A RESOURCE DOCUMENT ON FILE AT THE NORTH CAROLINA MISSING CHILDREN'S INFORMATION CENTER.

(1) PARENTS AND CARETAKERS REPORT THE DISAPPEARANCE OF A CHILD TO LOCAL LAW ENFORCEMENT AS SOON AS IT IS LEARNED

THAT THE CHILD IS MISSING.

(2) LAW ENFORCEMENT AGENCIES MAKE IMMEDIATE REPONSES TO REPORTS OF MISSING CHILDREN. (LAW ENFORCEMENT MANUAL)

(3) THE POLICE INFORMATION NETWORK BE PROVIDED RESOURCES IMMEDIATELY WHICH ALLOW IT TO EXPAND THE STANDARD REPORTING FORM TO OBTAIN NECESSARY INFORMATION ON MISSING CHILDREN.

(4) THE GOVERNOR IMMEDIATELY ESTABLISH THE NORTH CAROLINA MISSING CHILDREN'S INFORMATION CENTER WITHIN AN EXISTING STATE AGENCY, BY EXECUTIVE ORDER.

(FUNCTION)

(A) ASSIST LAW ENFORCEMENT IN THEIR RESPONSES TO REPORTS OF MISSING CHILDREN AND TO WORK WITH OTHER STATE AGENCIES TO MAKE STATE RESOURCES AVAILABLE; TO GATHER AND DISTRIBUTE INFORMATION AND DATA ON MISSING CHILDREN; TO CONTINUE RESEARCH AND STUDY; TO SERVE AS A STATWIDE RESOURCE CENTER AND ASSIST LOCAL COMMUNITIES IN PROGRAMS AND INITIATIVES FOR CHILD PROTECTION AND PREVENTION OF CHILD MOLESTATION; TO CONTINUE PUBLIC AWARENESS OF THE PROBLEMS OF THE MISSING CHILDREN AND COORDINATE WITH THE FUNCTIONS OF THE NATIONAL MISSING CHILDREN'S CENTER.

(B) ASSIST THE POLICE INFORMATION NETWORK TO MAINTAIN AND PUBLISH A DIRECTORY OF CURRENTLY MISSING CHILDREN. THE INFORMATION ON THE MISSING CHILDREN SHOULD BE ISSUED TO APPROPRIATE LAW ENFORCEMENT AGENCIES THROUGHOUT THE STATE; THE NORTH CAROLINA MISSING CHILDREN'S INFORMAITON CENTER; AND SHOULD BE ENTERED INTO THE NATIONAL CRIME INFORMATION CENTER. THE INFORMATION SHOULD INCLUDE INFORMATION ON THE CHILDREN WHO HAVE BEEN FOUND.

(C) MAINTAIN AND PUBLISH A DIRECTORY OF EXISTING PUBLIC AND PRIVATE AGENCIES, GROUPS, AND INDIVIDUALS THAT PROVIDE EFFECTIVE ASSISTANCE TO FAMILIES IN THE AREAS OF PREVENTION OF CHILD ABDUCTION, LOCATION OF MISSING CHILDREN, AND FOLLOW-UP SERVICES TO THE CHILD AND FAMILY.

(D) THE CENTER SHOULD ANNUALLY COMPILE AND PUBLISH REPORTS ON THE ACTUAL NUMBERS OF CHILDREN MISSING EACH YEAR, LISTING THE CATEGORIES AND CAUSES FOR THE DISAPPEARANCES.

(E) THE CENTER SHOULD PROVIDE FOLLOW-UP REFERRALS FOR SERVICES TO MISSING CHILDREN AND THEIR FAMILIES.

(F) THE CENTER SHOULD BE PROVIDED WITH A TOLL FREE 800 TELEPHONE SYSTEM WHICH WILL BE IN SERVICE TWENTY-FOUR HOURS A DAY, SEVEN DAYS A WEEK, 365 DAYS A YEAR.

(5) THE GENERAL ASSEMBLY ESTABLISH BY STATUTE THE NORTH CAROLINA MISSING CHILDREN'S INFORMATION CENTER, AND PROVIDE FOR ITS OPERATION THROUGH THE BUDGET.

(6) SAFETY HOUSE PROGRAMS BE ESTABLISHED IN EVERY COUNTY.

(INTRODUCE DEPUTY BURRELL)

(7) THE GENERAL ASSEMBLY AMEND GENERAL STATUTE 15-B TO MAKE CLEAR THAT CHILDREN WHO ARE INNOCENT VICTIMS OF CRIMINAL ACTS MAY CLAIM COMPENSATION FROM THE NORTH CAROLINA CRIME VICTIMS COMPENSATION COMMISSION.

(8) EVERY NORTH CAROLINA CHILD BE OFFERED THE OPPORTUNITY TO HAVE FINGERPRINTS MADE FOR SAFEKEEPING BY THE PARENTS.

(9) CALL-BACK PROGRAMS BE SET-UP IN EVERY NORTH CAROLINA SCHOOL.

(10) THE NORTH CAROLINA JUSTICE ACADEMY DEVELOP AND PRESENT APPROPRIATE TRAINING FOR LAW ENFORCEMENT ON THE PROBLEMS OF MISSING CHILDREN.

(11) LOCAL TASK FORCES BE ESTABLISHED TO BRING

COOPERATION AND IMPROVE LOCAL SERVICES FOR MISSING CHILDREN.

(12) MISSING CHILD TEAMS OF POLICE AND SOCIAL WORKERS BE ESTABLISHED IN LOCAL AREAS.

(13) RECOMMEND LEGISLATIVE STUDY COMMISSION ON CHILD ABUSE ISSUES. SAW NEED FOR CAREFUL STUDY--NOT IN SCOPE OF THE STUDY OF THIS TASK FORCE. GOVERNOR'S ADVOCACY COUNCIL ON YOUTH AND CHILDREN (AS REPORTED YESTERDAY) MADE A COMPREHENSIVE STUDY AND REPORT ON THESE ISSUES.

(INTRODUCE BOB PENCE - FBI AND TERESA BLOOM TO TELL ABOUT SUCCESS STORY).

CALL ON CHARLES DUNN FORMER DIRECTOR OF SBI.

CHILD EXPLOITATION

Some Pieces of the Puzzle

Governor's Advocacy Council
on Children and Youth
October 1984

CHILD EXPLOITATION: SOME PIECES OF THE PUZZLE

by Dorothy Rohlader

October 1984
Governor's Advocacy Council on Children and Youth
Youth Advocacy and Involvement Office
N.C. Department of Administration
121 West Jones Street
Raleigh, North Carolina 27603
(919)733-9296

1,000 copies of this public document were printed at a cost of $645.50, or $.645 per copy.

PREFACE

This is an important and timely report that begins to put together the complicated pieces of the child exploitation puzzle. Runaways, missing children, child sexual abuse, pornography and prostitution all have interlocking components, making it hard to separate one from the other. For example, children may run away from home because of abuse, only to become lured into prostitution or to be convinced that posing for pornographic photos ;is acceptable. The combinations of these "puzzle pieces" are numerous and we are only just beginning to understand how they fit together.

The Governor's Advocacy Council on Children and Youth (GACCY) began looking into the issue of child exploitation several months ago, to identify the scope of the problem in our state and to offer possible solutions to the problem. Recent charges against two Wilson County men for child pornography have supported our findings that more research and data need to be collected about this important problem. Suddenly we have been forced to realize that children can be exploited right here in North Carolina - that childhood victimization is not limited only to a few big cities in a few other states. But no matter where it occurs, we are all affected and we must begin to deal with the different facets of the problem immediately.

GACCY expresses its appreciation to Dorothy Rohlade researcher and author of this report. Mrs. Rohlader volunteered approximately eight months of her time to study this topic, conduct interviews, write the report and offer recommendations. She has done an outstanding job of condensing a complicated issue into an understandable and informative report.

Herb Stout
Chairman, GACCY

October 1984

EXECUTIVE SUMMARY

Law enforcement officials estimate that each year as many as one million youngsters from birth to 16 are sexually molested and then filmed either for profit or sexual gratification. In the past, emphasis has been placed on those individuals who deal in child pornography for profit. However, experts now believe that a great deal of child pornography is produced by individuals, called pedophiles, for their own sexual gratification.(1) Legislators, law enforcement officials, social service professionals, parents, children and the general public need to be made aware of this situation.

This new understanding of child pornography will force us to change old attitudes and preconceived notions of who might take pornographic pictures of children and which children might be susceptible to this type of exploitation. Pedophiles are often the most respected members of the community, the very individuals into whose care we entrust our children.

Child prostitution often occurs along with or grows out of child sexual abuse and pornography. Boys and girls who are sexually abused at home frequently run away rather than stay and be subjected to further exploitation. Each year, 1.5 million children are reported as runaways nationally.(2) Although most of these children return home within 48 hours, those who do not may be lured into further exploitation in the form of child pornography or prostitution in order to support themselves.

The purpose of this report is to clarify the problem of child exploitation with emphasis on child pornography and prostitution. It is imperative that North Carolinians understand who threatens their children and under what circumstances so that legislation, education and policies will be based on the best understanding of the problem, not groundless fears and false assumptions.

Legislation is recommended to extend North Carolina's Child Protection Act of 1983 so that children are protected from pedophiles who might use them in child pornography for their own sexual gratification. It is also recommended that the age of children protected under this law be raised from under 16 to under 18, since age determination of children used in pornography and prostitution is often very difficult for law enforcement officials.

Since detection of child exploitation is even more difficult with pedophiles, strong recommendations are made for educating children about the difference between good and bad touching and photographing of certain parts of their bodies.

Improved data collection on child victims of exploitation is also recommended so that the true scope of the problem will be known and corrective policies can be adopted. At the present time, no one knows how many children are exploited in North Carolina, how many are missing or how many have run away.

These recommendations and others, which follow, are intended to increase our understanding of child exploitation and its associated problems and to encourage further study and assessment of children's needs in North Carolina.

RECOMMENDATIONS

STATE LEGISLATION

1. Support legislation which would make pedophiles, who use child pornography for personal sexual gratification rather than for commercial gain or for use before an audience, guilty of a felony.

2. Raise the felony level to Class H (imprisonment up to 10 years or a fine or both) from Class I (imprisonment up to 5 years or fine or both) on Child Protection Act of 1983 and on any subsequent legislation on the subject of child exploitation.

3. Increase penalties and fines for crimes against children and start collecting them. Establish a fund from fines to be used for the care and treatment of victims and offenders.

4. Encourage legislation with stiff penalties against johns (clients of prostitutes) and pimps (those who encourage and support prostitutes and who are compensated from their earnings) specifically involved in child prostitution.

5. Raise the age of juveniles protected against sexual exploitation from less than 16 to less than 18.

6. Support the Division of Social Services in the North Carolina Department of Human Resources in its recommendation to include the concept of sexual exploitation in the Juvenile Code.

7. See that data collection is begun on child victims of sexual exploitation, missing children and runaways. Support funding for statewide incident reporting.

FEDERAL LEGISLATION

Support Missing Children's Bills now before House and Senate.

PREVENTION AND EDUCATION

1. Support and encourage the education of parents, teachers and children about child sexual exploitation.

   a. The Illusion Theater of Minneapolis, Minn., often performs and gives workshops for all three groups.

   b. The film "The Sixth Sense" can be used in the state school system to educate children.

2. Broaden community awareness of the problem of sexual abuse and exploitation by:

   a. arranging for the rebroadcast of the film concerning incest "Something About Amelia."

   b. investigating the feasibility of broadcasting Bill Russell's spots on preventing child sexual abuse.

3. Support and encourage the growth of family services for:

a. Parent education: to help parents understand the emotional needs of their children and thereby reduce the number of runaways. To help parents understand their own emotional development since sexual abuse often occurs in families where parents are unable to control their own emotions and impulses.(3) For example: Project Enlightenment in Raleigh.

b. Crisis intervention: to help unstable families and rebuild those in a state of disintegration.

4. Support and encourage marriage and family life education in high schools.

"Instruct children on the responsibilities and trials of family life including the duties of parenthood, emotional needs of parents and emotional development of children. These programs should educate children on the dynamics of intrafamily relationships so that children not only better understand their present environment but also will better respond to their own children in the future."(4)

5. Encourage the inclusion of a counselor on the staff of every school at every level. This counselor should move among the students and be a resource available to them.

6. Encourage and support groups researching human sexuality, especially those relating to pedophiles and pederasts. At present there is no real agreement on how best to treat these offenders. This leads to confusion in the courts, ineffective policy, frustrated law enforcement agencies and unprotected children.

7. Educate film processors and developers on child sexual exploitation and encourage them to report offenders.

FURTHER STUDY NEEDED

1. What happens to child victims of sexual exploitation in the court system?

2. What type of treatment programs are available statewide for victims and offenders?

3. How can child prostitution best be uncovered and handled by law enforcement and social service agencies?

4. How can runaways best be reported, found and assisted?

INTRODUCTION

Child sexual abuse, child pornography and child prostitution are not isolated phenomena. They frequently occur in combination with one another or lead one to the other. For instance, we know now that many children are victims of sexual abuse. It is estimated that one out of every three girls and one out of every four boys will be sexually victimized as a child. We know that 80 percent to 90 percent of the children are sexually abused by someone they know and trust, i.e. the baby sitter or a relative. Forty percent of child molestations are carried out by parents, step-parents and foster parents.(5) We are just beginning to understand, however, that these cases of child molestation may also involve the adult taking pictures of the child in sexually suggestive poses or taking part in sexual acts with other adults or children.

We are also just beginning to understand what happens to these abused children in their adolescent years and adulthood. As teenagers, they often run away from home and end up on the streets where they are exploited again. Some experts claim that 75 percent of adolescent prostitutes(6) and 80 percent of all female drug users have been victims of incest.(7)

If children leave home they have difficulty getting jobs, need money to live on and are lonely. Adults interested in using them in child prostitution or child pornography or both will seem to meet all of these needs. A pattern of victimization begun at home is difficult to break, especially when one is under 18, probably has low self-esteem and no saleable skills.

Another disturbing pattern currently under study is that child victims of sexual abuse often grow up to become the abusers and molesters of a whole new generation of children. Nicholas Groth, director of the Sex Offender Program at the Connecticut Correctional Institution in Somers, Conn., estimates that 80 percent of child molesters were sexually abused as children.(8)

It seems imperative for the health of present and future generations that this cycle be broken. The only way that this can be accomplished is through a clear understanding of child sexual abuse, child pornography and child prostitution and dedication to their eradication.

At least part of the reason that these problems remain unresolved today is that our society is still confused about sexual mores, First Amendment rights and government's role in protecting children and intrafamily relationships. We are only now beginning to force ourselves to see and to deal with abusive behavior within families and between adults and children. It has finally become apparent that the consequences of ignoring the problem can be devastating both for those directly involved and society as a whole.

CHILD EXPLOITATION IN NORTH CAROLINA

Today there is scarcely a study, report or investigation into human sexuality which does not indicate that child-adult sex is active and prevalent.

Of 5,058 reported sex crimes in New York City in 1975, 27.2 percent of the victims were under 14. In a study of over 1,500 male sex offenders in prison who committed 1,700 offenses, 998 were against children under 15. More than one-half of all victims of reported rape are under 18, and 25 percent of this number are under 12. (9) The National Committee for the Prevention of Child Abuse states that "there seems little doubt that the incidence of sexual abuse committed against children is vastly higher than anyone would like to believe."(10)

Child sexual abuse, most often perpetrated by someone known by the child, is frequently linked to child pornography and prostitution.

Children in North Carolina are legally protected against sexual exploitation by the Child Protection Act of 1983 (Appendix A). The act makes it a Class I felony (punishable by up to 5 years in prison or fine or both) for a parent, guardian or person having custody of a child less than 16 years of age to encourage or permit that child to engage in prostitution or any sexual act. It also makes it a Class I felony for a person to use a child in a sexual performance.

Before 1983 and the passage of the Child Protection Act, child sexual exploitation was dealt with only in criminal laws addressing rape, sexual offenses, indecent liberties with children and incest (see Appendix B for specific laws); child pornography was proscribed only by the ineffective general statutes punishing those who disseminate obscenity in public places; and child prostitution was not legally acknowledged.

In 1980, "the commission of any sexual act upon a juvenile" was added to the Juvenile Code's definition of an abused juvenile. In 1981 prostitution was added. These changes required the county department of social services to investigate and report these types of sexual exploitation by a parent or caretaker. Similar changes, however, were not made in the Criminal Code at this time.(11)

By July 1983 the North Carolina General Assembly felt the need to pass the Child Protection Act. Many factors were involved in this decision. Two years earlier David Shouvlin, who had worked with runaway and homeless children, called for strong legislation at the state level and pointed out that North Carolina was one of few states that had yet to adopt legislation dealing more broadly with child exploitation.(12)

Shouvlin, a graduate of Wake Forest University, wrote "Preventing the Sexual Exploitation of Children: A Model Act." In his article, Shouvlin pointed out the symbiotic relationship which exists between sexual abuse, child prostitution and child pornography. He stated that a "cohesive, coordinated statutory scheme" dealing with all aspects of the problem of child exploitation would provide the best means of retarding the growth of each.(13)

Another important factor in the decision of the N.C. General Assembly to pass the Child Protection Act was the 1982 Supreme Court decision in New York v Ferber. This decision "unanimously affirmed the constitutionality of state laws which outlaw dissemination of films and other materials depicting children engaging in sexual conduct regardless of whether the material is legally obscene."(14)

Also, some groups in North Carolina, such as the Christian Action League, had been expressing concern at legislative hearings about the presence of pornography in our state.

STATISTICAL DATA

Neither local nor statewide statistical data on the use of children in pornography and prostitution in North Carolina is available. The FBI Uniform Reporting Code, generally used by police, does not cover child abuse or exploitation.

Statewide, the Police Information Network (PIN) is attempting to establish incident-based reporting which would include data on the victim and the victim's relationship to the offender. This system deals with initial incidents as reported and not with the charges eventually brought against defendants after plea bargaining and would provide a clearer picture of the frequency of victimization of children and of the offender.(15)

At the present time, only 30 law enforcement agencies out of 400 are incorporated into the PIN system. That small number does not provide the data base necessary for scientific analysis and policy decision-making.(16)

Because of budgetary considerations, funding has not been provided for the continued expansion of the system. The PIN has the necessary computer terminals. At present $120,000 is needed to staff, process and automate the rest of the system.(17)

CHILD PORNOGRAPHY IN NORTH CAROLINA

Little information is available concerning the extent of child pornography in North Carolina. However, after a limited investigation (Appendix C), it is clear that it does exist here. Detection is difficult, however, because pedophiles are careful. They know state and federal laws and often are not involved in the commercial enterprises which are easier for authorities to infiltrate.

State, local and federal officials contacted for the purpose of this report mentioned the following cases:

Rob Showers, a U.S. attorney for the Eastern District of North Carolina, has prosecuted three individuals in the last two years who were directly involved with child pornography.

1. One man took photos of his niece and nephews and created a library of child pornography. He also began offering reproductions to other pedophiles. During this time he and his wife adopted a young child.

In 1982 he was convicted on Federal Mail Statute 1461 and he was sentenced to five years of active time plus a fine. According to Showers, the judge sealed the evidence after the trial which meant the state was unable to get enough evidence to remove the adopted child from the home.

2. Another man pleaded guilty to one charge each of conspiracy to mail obscene material and sexual exploitation. He was fined and sentenced to five years of probation because he assisted the FBI by testifying against the operator of a photography lab in New York through which he had film processed.

3 Another individual was recently indicted on four counts of using the mail to transport films of children engaged in sexual activity. A California pornography probe first turned up this person's name. If convicted, he could be sentenced to 30 years in prison and fined up to $30,000.(18)

Wake County has dealt with two cases in the past two years:

1. A husband and wife took photos of their niece. Someone working in a film processing lab turned the pictures over to authorities. The two were charged with taking indecent liberties with a minor.(19)

2. A mother and her boyfriend filmed the woman's three daughters in sexual acts over a period of seven years. The children finally went to a social service agency. The mother and boyfriend were charged with indecent liberties in January of 1984.(20)

Bill Andrews, district attorney, Onslow County, has had one case of a man taking photos of nude children. A film developer in Seattle, Wash., turned the pictures over to authorities. The man pleaded guilty to indecent liberties with a minor and was sentenced to three years in prison.

One North Carolina Court of Appeals case in 1982 involved a man who had taken photos of a child in sexually suggestive positions. The man was convicted of taking indecent liberties with a minor and appealed. However, his appeal was denied because the court felt that the word "with" in G.S. 14.202.1 is not limited to physical touching.(21)

Most individuals and agencies contacted by the writer of this report (Appendix C) had no recollection of having to handle any cases of child pornography.

Law Enforcement

Almost all law enforcement personnel questioned about child pornography spoke of the general difficulty in prosecuting pornographers. Although there is concern in the community about pornography, police are stymied by the U.S. Supreme Court rulings on obscenity laws and the North Carolina laws requiring an adversary hearing to determine if material being sold is in fact obscene.

Their frustration is understandable since adult bookstores are prolific in North Carolina and appear to operate without too much fear of censure.

The Charlotte Police Department completed an undercover operation recently to see if it could locate any child pornography in adult bookstores and peep shows. It found none. It is assumed that the federal Protection of Children Against Sexual Exploitation Act, passed in 1977, sent it underground in North Carolina, just as it did in the rest of the nation.

Experts believe that child pornography exists and the only real change is that more individual pedophiles are producing their own child pornography and fewer commercial pornographers are involved. Law enforcement officials and others need to be made aware of this trend and of the connection between sexual abuse and child pornography.

Since awareness seems low in North Carolina, opportunities for discovering evidence of child pornography are being missed. As the number of reported cases of child sexual abuse is believed to be very much below the actual number, it may follow that reported incidents of the use of children in pornography are also below the actual number.

If this is the case, the first problem for law enforcement is detection or reporting of incidents of the use of children in pornography. One change which might assist in this difficult task is to incorporate pornography in the description of an abused juvenile in the Juvenile Code. This would give the county department of social services the right to investigate and report to law enforcement agencies use of a child in pornography by a parent or caretaker. As the code is written now, departments can investigate and report the use of a child in pornography only if there is a sexual act committed against the child.(22)

If the actual level of use of children in pornography in North Carolina is to be detected, all agencies coming in contact with children have to be aware that many child pornographers are pedophiles who develop their own film. These people tend not to be suspect figures involved in general pornography and other illegal activities. They may, in fact, be well-respected, middle-class community figures.(23) It is this fact which makes confronting and dealing with child pornography difficult.

Because these people are perceived as good citizens, they are infrequently subjects of investigation or enforcement. Therefore, the child's and society's first line of defense against this type of exploitation is to teach children at home and in school that they have a right to their own bodies. Children must be taught that there is a difference between good and bad touching and photographing of certain parts of their bodies.

Prosecution

This study revealed that legal proceedings related to child pornography have been sparse. Other than the cases already mentioned, one district attorney recalled prosecuting a person for taking indecent liberties with a minor, a Class H felony which has a maximum sentence of 10 years. This law has been broadly interpreted to include the taking of pictures, with no touching necessary.(24) Since it has a stiffer penalty than the Child Protection Act of 1983, prosecutors will probably continue to use it where applicable.

Impact of The Child Protection Act of 1983 on Prosecution of Child Pornography

As of February 1984, the new law had not been tested in court. Until this is done, the full impact of the law cannot be estimated. However, the district attorneys surveyed were all pleased that the new law was available to them in case the need arose. They were also pleased that nonfeasance, or the failure of parents to intervene when they know of wrongdoing, as well as malfeasance, the actual wrongdoing, were covered.

The general attitude seems to be that this whole subject of child pornography has just begun to be explored and understood and that more cases will come to light as more people in the community are educated about its existence and the damage it inflicts on the children involved.

Suggestions for Further Legislation

There is some concern among officials that pedophiles could not be prosecuted under the present Child Protection Act, because of the words "before an audience" and "sexual performance."(25) Since most experts now believe that personal use plus trading with other known and trusted pedophiles is the trend in child pornography, there will be a need for further legislation that will cover this situation.

CHILD PROSTITUTION IN NORTH CAROLINA

The extent of child prostitution in North Carolina is even more difficult to assess than child pornography. Of the areas included in this limited study (Appendix C), only Charlotte reported some male and female minors involved in prostitution. According to local authorities, most of these youths are runaways or are from troubled homes.

It is impossible to know how many minors are involved in prostitution because police become specifically involved only when a complaint has been filed or when they have strong reason to believe that prostitution is occurring. Since those involved in child prostitution generally do not file a complaint, the police must take it upon themselves to initiate investigations.

Charlotte has one pending case involving six minor males being paid for sexual acts.(26)

Law Enforcement

Authorities in Charlotte claim that most of the young prostitutes they see are 16 and above. There are, however, some under the age of 16 who have left home for one reason or another.(27) Accurately determining the age of these juveniles is a problem, since for various reasons they often claim to be older than they actually are. They do not always view the police as rescuers because being put on probation, or being sent home, to a shelter or to a training school may not be perceived by them as being in their best interest.

Prosecution

Charlotte police do not usually use the state prostitution laws to deal with these children. They prefer to deal with them as "undisciplined juveniles." As defined in the Juvenile Code, these are individuals less than 16 years of age who are unlawfully absent from school, or are regularly disobedient and beyond control, or who are regularly found in places where it is unlawful for juveniles to be, or are runaways.

Being an undisciplined juvenile is considered a status offense and the juvenile can be placed under protective supervision of the court. The police can divert the case from the courts altogether if they feel that the family will handle the problem.(28) The in-take counselor at juvenile court also has the discretion to divert the case from the court. The juvenile may be sent to a temporary shelter such as Wrenn House in Wake County or The Relatives in Mecklenburg County, if the home situation is abusive or intolerable.

The basis of the problem of child prostitution exists in these dysfunctional family situations.(29) It is far better to deal with these children and their families before the child feels the need to run away. Once on the street they are difficult to help and far too easy to exploit.

Impact of The Child Protection Act of 1983 on Prosecution of Child Prostitution

If used, the Child Protection Act could help to cut down on the sexual exploitation of children, such as early sexual abuse in the home, including pornography. These exploited children often end up running away from home only to be exploited again through prostitution. According to the act, parents or caretakers who commit, permit or encourage acts of prostitution are guilty of child abuse. In the Charlotte cases, however, parents and caretakers did not appear to be directly involved in or to have knowledge of the activities of the juveniles,(30) so the act could not be used.

Suggestions for Further Legislation

Legislation aimed specifically at those who exploit children through prostitution is the only effective way to control child prostitution.

MISSING CHILDREN IN NORTH CAROLINA

Because no central agency is responsible for keeping track of missing children in North Carolina, officials can only estimate that 1,500 to 2,500 are reported missing each year.(31)

These children may be runaways, victims of abduction or murder. Most will be runaways and, according to Sgt. R. K. Carroll of the Raleigh Police Department, most will be "overnighters." These juveniles are either back home or have contacted their parents within 24 hours.(32)

There are some, however, who do not return. At present the ability to enlist the aid of other states and the federal government in tracing these children is minimal and haphazard.

Governor Jim Hunt recently established a Task Force on Missing Children to address, among other issues, data collection on missing children. Their report will be available in fall 1984.

On the federal level, the U.S. House and Senate have bills in committee which would aid states in dealing with missing children. (Pending federal legislation is discussed elsewhere in this report.)

NATIONAL PERSPECTIVE ON CHILD EXPLOITATION

CHILD PORNOGRAPHY

The following examples demonstrate some of the most common circumstances surrounding cases of child pornography and some characteristics of both victims and offenders.

1. Julie was a 3-year-old attending Isabel's Nursery School in Los Angeles, Calif. She was a normal, outgoing child whose vocabulary was expanding daily. However, Julie's use of the word "butt" puzzled her mother since it was not one that their family used. When she questioned the child more closely, she was told that James "took pictures of my butt today."

James, the owner of the day-care center, was a middle-aged man with a doctoral degree. When police finally arrested him, they confiscated more than 2,000 pictures of boys and girls between the ages of 2 and 5, including photographic shots of little Julie.(33)

2. Johnny, a troubled 13-year-old, was having difficulty getting along with both his real father and his stepfather. His mother was concerned about these problems and so she was pleased when Johnny was hired by a minister to help him with home repairs.

Later, his parents became suspicious about gifts and money that Johnny began bringing home. When they questioned him in depth, he broke down and told how the clergyman had convinced him to pose in homosexual acts to earn money.

"When the police arrested the minister, they found a diary and a photo album chronicling 13 years of encounters with young boys."(34)

The Offenders

The offenders, usually pedophiles, are almost always male. According to Nicholas Groth, pedophiles are divided into two types. The first type is the "fixated child molester" whose primary sexual interest is in children. According to Groth, this type usually chooses boys as victims. The second type is the "regressed molester" whose primary sexual interest is in adults but who turns to children, usually girls, when adult relations are not working.(35)

Groth claims that it is a myth that child molesters are "insane, retarded, drug addicted, alcoholic, homosexual or dirty old men."(36) He says that aside from their sexual behavior there is usually nothing to differentiate them. In fact, they are usually respectable, middle-class men with no criminal history.(37) Also, they may be married or have sexual involvement with adults.(38) In a 1978 study cited by the National Center on Child Abuse and Neglect in "Adult Sexual Orientation and Attraction to Underage Persons," it was found that "the adult heterosexual male constitutes a greater risk to the underage child than does the adult homosexual."(39)

In 1980 the Department of Health and Human Services' Office of Human Development Services funded the proposal "Research on the Use of Children in Pornography" under the aegis of Boston University initially and later the Department of Health and Hospitals, City of Boston. This project was designed as a first step toward increasing recognition and understanding of the problem of the use of children in pornography.(40) In this study, it is reported that the average age of the 69 offenders studied was 42. This report also indicates that of the men studied all had long histories of fixation to children and that attempts at rehabilitation from a psychological and/or social standpoint had failed.(41) The study will hereafter be referred to as the Burgess study after Dr. Ann Burgess, the principal investigator for the study.

Pederasts, or "chicken hawks" as they are called on the street, are pedophiles who prefer anal intercourse with young boys. Two infamous pederasts were murderers Dean Corll of Houston, Tex., and John Wayne Gacy, Jr., of Chicago, Ill. In the late 1970s these two horrified the nation when it was discovered that they had sexually assaulted and then murdered at least 67 boys. It is important to understand that these individuals killed because they were sadists and pederasts, not because they were homosexuals. " Responsible homosexuals no more condone the action of sadists or pederasts than responsible heterosexuals approve the molestation or torture of little girls."(42)

Pedophiles may kidnap children, molest them and then take photographs for their own use or to pass on to friends. This is a particularly disturbing aspect of child exploitation since children cannot be watched 24 hours a day especially as they get older. The extent of this aspect of the problem is not known but perhaps with the increased emphasis being placed on missing children since the Adam Walsh case, new insights and statistics will soon be available.

Adam Walsh was a six-year-old who disappeared from a Sears store in Hollywood, Fla., on July 27, 1981. His severed head was found two weeks later in a canal 100 miles away. In October 1983, the NBC television network aired a two-hour dramatization entitled "Adam," based on this tragic case. The pictures of 55 missing children were shown during the broadcast. As a result, 14 of these children have since been found.

The Victims

According to Carolyn Swift in Sexual Assault of Children and Adolescents, "Children are the least articulate and most exploited population suffering from society's failure to confront realistically the phenomena of human sexuality."(43) They are not born with instinctual morality or the ability to make discriminative decisions about harmful or non-harmful sexual activities.

The two examples of Julie and Johnny discussed earlier are fairly typical of some of the victims of child pornography. The child is frequently a non-complaining victim because the pedophile "uses the guise of friendship to romance the child."(44) He will take the youngster on trips, be a friend and do all of the things a child wants to do. "Then before you know it, he has talked him/her into sexual activities, told him that it was something okay to do and probably shown him pornographic pictures to lower his inhibitions."(45) Blackmail may also be used. Pornographers start off taking legitimate pictures, gain the confidence of the child, take some nude pictures and then threaten to expose the child unless he poses for more and more revealing pictures.(46)

Because pedophiles are found in every walk of life and insinuate themselves into groups and organizations dealing with children, "every child is a potential victim."(47) Even children from happy homes may be lured into sexual activities including pornography by someone familiar, someone they are supposed to respect. Children are taught to be good little girls and boys and to obey the teacher. Yet "Jacqueline Conner, head of the sexual crimes program in the Los Angeles County district attorney's office, gets at least one complaint a week that youth leaders, camp counselors, baby sitters or other people in positions of authority are involved in some form of child molestation including pornography."(48)

Commercial pornography operators and cruising pedophiles pick up runaways and "throwaways," i.e. children kicked out or simply abandoned by parents, who are particularly vulnerable because they have no way of earning a living and feel alone and alienated from their families.

Children may even be victimized by their own parents for their sexual gratification or financial gain. After one investigation in New York, where 8- to 14-year-olds were paid up to $200 per day to pose in the nude and while engaging in sexual activities with adults, the district attorney stated that the "mothers and fathers forced their daughters to return and participate in orgies....The parents knew those children were being molested and yet they did nothing to stop it. They were more interested in the money than in the welfare of their children."(49)

One generally thinks of home as "the place designed and expected to generate absolute trust in children and yet this trust may sometimes be violated in the worst possible manner."(50) The National Center on Child Abuse and Neglect estimated that 60,000 to 100,000 children in this country are sexually maltreated every year by family members or close friends. There seem to be close ties between many types of self-destructive and anti-social behavior in young people and incestuous relationships in the home. In reality, victims of incest may remain victims for the rest of their lives because "cross-generational incest mutilates self-image and feelings of self-worth."(51) These types of feelings leave young people vulnerable to all types of exploitation including pornography and prostitution. Also some children may run away from home in an attempt at self-preservation, then find themselves with only one means of support - their bodies.

Figures differ as to which sex is more likely to be exploited depending on whether one is speaking of molestation in general or child pornography specifically. Nicholas Groth writes that "boys and girls are almost equally at risk when speaking generally of sexual victimization." However, evidence seems to indicate that "more boys than girls pose and perform in kiddie porn."(52) This is substantiated in the Burgess study, which found that of 69 cases reviewed by the Postal Inspection Service, 52.1 percent involved the use of male children, 11.5 percent involved female children and 24.6 percent involved both male and female children.(53) This same study goes on to state that collectors of child pornography prefer male children. The preference is close to twice as frequent for boys as for girls."(54)

Commercial Versus Private Use

Experts are still trying to resolve the question of how much child pornography is for personal use and how much is for commercial distribution. Commercial child pornography is defined as films, photographs, magazines and books depicting children in explicit heterosexual and homosexual acts, and it has three elements. Those elements are production, distribution and sales.(55) It is generally agreed that in the 1970s commercial child pornography reached a peak. "By

1978, 260 different magazine titles featured juveniles engaged in sexual activities or otherwise posing lasciviously with other children or adults."(56) Some of the more popular magazines were Moppets, which featured 3- to 8-year-olds, Lollitots with children from 11 to 14 and Chicken Brats which featured young boys.(57)

In 1977 when evidence of the extent of the exploitation came to light through media investigations, police probes and congressional committee hearings, President Carter signed a new federal law entitled Protection of Children Against Sexual Exploitation Act. This act "prohibits anyone, including parents and guardians, from using children under 16 or enticing them to be depicted in sexual acts, and from shipping child pornography through the mails or in interstate or foreign commerce."(58) Until this act became law, states had relied upon rape, incest and child welfare statutes to punish those who sexually exploited children. "Prosecution under these statutes was uncertain and ineffective."(59) The California Department of Justice estimated that in 1978 pornographers were collecting $4 billion a year. This amount is what conventional motion pictures and records, combined, make in one year.(60)

Child advocates and lawmakers felt at that time that the susceptible children were primarily runaways who were easy prey for operators of prostitution and pornography rings and those unlucky children whose parents would use them for their own financial gain, possibly to pay for expensive drug habits. They also felt that this lucrative business was being increasingly penetrated by organized crime.(61) Because of this belief, the 1977 Protection of Children Against Sexual Exploitation emphasizes commerce and the commercial aspects of the pornography problem.

Today most experts believe that after the enactment of this law, the child pornography business went underground. They feel that more "brown bag kiddie porn is being produced today than slick professional products available, if at all, only via surreptitious under-the-counter sales at adult bookstores or other outlets."(62)

Dr. Frank Osanka, professor of sociology and social justice at Lewis University, claims that "there appears to be an incredible amount of swapping and communication among child porn collectors that apparently doesn't appear among collectors of regular porn."(63) Because child pornography is illegal these people become "members of a select underground group and establish a very viable pipeline of information and material."(64) The Burgess study found that of 69 cases reviewed by the Postal Inspection Service, "the classification of child pornography was divided evenly between commercial use, 46.3 percent, and personal use, 46.3 percent, and 4.3 percent were determined to include both commercial and non-commercial purposes."(65)

CHILD PROSTITUTION

Statistics specifically relating to child prostitution are difficult to obtain. According to a state legislative report on "The Sexual Exploitation of Children and Youth," one reason for this is that no one involved wants to talk. It seems to be agreed, however, "that the incidence of teenage prostitution has increased. Possible reasons for the increase include high unemployment among youth, lack of education and information about prospective jobs and dissolution of the family support structure."(66) Also, the apparent relationship between sexual abuse at home, especially incest, and later involvement in prostitution cannot be overlooked. According to Robert L. Geiser in Hidden Victims: The Sexual Abuse of Children, "75 percent of adolescent prostitutes have been involved in incestuous relationships."(67) This pattern is seen again in the early results of the Burgess study which states that 19 of 28 male adolescent prostitutes studied claimed their first sexual experience was coercive. Eleven of the 28 were victims of incest.(68)

MISSING CHILDREN

The 1983 Kentucky Task Force on Exploited and Missing Children reported that nationally at least 50,000 children are abduoted by strangers and 4,000 are found dead each year. They claim 100,000 are victims of parental abduotions with only 10 percent ever returned. These 10 percent exhibit moderately troubled to severely dysfunctional behavior. The study states that 1.5 million children are reported each year as runaways. Of the runaways, 35 percent are thought to leave because of incest, with 53 percent running from physical abuse and neglect. Some of the runaways are "throwaways." More than 80 percent of runaways are white children from middle and upper-class families. Ninety percent of the 1.5 million runaways return home within the first 48 hours. This leaves 150,000 missing and many others returning to unhealthy family situations.(69) The first 48 hours after a child is missing are the most crucial because after that time they become more vulnerable. The longer runaways are gone the less money they have and the more easily they may fall prey to drug rings, prostitution and/or child pornography. The link is seen here again between pornography and prostitution because both prey on the same type of lonely, homeless and penniless child. Children may end up in prostitution after having been involved in pornography or pornography may be used to desensitize a child for prostitution.(70)

Laws, too, often work against runaways in some states. In New York a child can leave home at 16, but without working papers, he can't work unless he is 18. "Working papers cannot be obtained without the signatures of a parent and school principal and without acquiring a physical from the board of health."(71) In other states, laws "prohibit children under certain ages from borrowing money, renting apartments or obtaining even the most menial low-paying jobs."(72) These children are "underage without a legal guardian or bona fide address and are ineligible for programs which provide training, education and jobs for youth or for welfare benefits. Without adult status, protection or a family, they are juvenile delinquents who are subject to arrest."(73) If they are picked up by the police, they are sent back home, sentenced to a reformatory, or remanded to an often inadequate, understaffed and underfunded rehabilitation institution.(74)

Prostitution has emotional appeal to runaways. "Despite risks, prostitution may be the more attractive alternative to the child because no other occupation will give the newcomer such immediate confirmation of his or her desirability."(75) This emotional vulnerability allows pimps and pedophiles to gain the trust of the child by seeming to give desperately needed affection and affirmation. Psychologists Dorothy H. Bracey and Samuel S. Janus claim many runaways view their pimps as substitute fathers. These psychologists interviewed 79 runaways, ages 14 to 17, who were involved full time in prostitution and pornography. They found that "the pimp builds upon the family model with himself as the exploiting father."(76)

EFFECTS OF SEXUAL EXPLOITATION ON CHILDREN

"Someday, maybe, there will exist a well-informed, well-considered and yet fervent public conviction that the most deadly of all possible sins is the mutilation of a child's spirit; for such mutilation undercuts the life principle of trust, without which every human act, may it feel ever so good and seem ever so right, is prone to perversion by destructive forms of consciousness." Erick Erikson (77)

Children bear psychological and physical effects of sexual exploitation.

"Children who are used sexually by adults or who are seduced, enticed or forced to pose for pornography are left almost inevitably with severe psychological scarring that can never be erased."(78) They are left feeling worthless, guilty, betrayed and angry. Dr. Julianne Densen-Gerber of New York's Odyssey House, which treats drug and alcohol addiction, claims that the "psychological damage is especially severe when 'highly sexualized behavior' is imposed on children in the latency stage between the ages of approximately 8 and 13."(79) These children may permanently associate sex with personal powerlessness. They take on "themselves the guilt for what they accurately perceive as a distorted and sociably inacceptable form of behavior."(80) They feel as if there must be something wrong with them and this can lead to promiscuity or it may cause some to grow up with only negative feelings about sex.(81) "Sex can become a victim's only form of expression or it may become separate from feeling."(82)

Some children demonstrate self-destructive behavior either by suicide or by "turning to drugs and alcohol to desensitize themselves during the years they are sexually exploited or later to deaden memories."(83) According to Dr. Densen-Gerber, sexual experiences which involve penetration, within the mouth, anus or vagina, are especially damaging to children and can lead to feelings of lack of control over their bodies or their destinies.(84)

The use of a child in pornography even without severe sexual molestation can leave scars. According to a U.S. General Accounting Office report, children can be psychologically scarred and suffer mental distress for life. The child victims may see themselves as objects to be sold rather than people who are important.(85) Dr. Ann Burgess has stated that the secrecy demanded by pornographers "leaves kids feeling they are society's outsiders and increases the chances they will turn to antisocial behavior such as truancy, alcohol and drug abuse."(86) In the Burgess study, the results of a follow-up study of 25 boys and 15 girls conducted over a two-year period "support suggesting that the psychological trauma experienced by the child is expressed as a post-traumatic stress disorder, chronic type."(87) The children "remember feeling anxious and fearful at the time of the experience and angry at the event on follow-up." They had "vivid imagery of the event, frequent flashbacks and memory of the court/legal process. Also there was a high percentage of intrusive thought symptomology and avoidance behavior."(88)

One effect of participation in child pornography which is not necessarily found in other forms of abuse and exploitation is the fear that the pictures will be used again. One photo can hound a child for a lifetime. For example, a little league coach used provocative pictures of Brooke Shields as a child to entice a 9-year-old girl to a photo session. The man was eventually convicted but not all the pictures were found. Months later the young girl refused to attend her school's open house because she had had a dream that her teacher was displaying the photos of her which had not been found by the police.(89)

Physical effects of sexual exploitation can be damaging to both boys and girls.

As a result of sexual abuse, girls may suffer physical injuries such as laceration of the genital area, and both boys and girls may incur severe damage to their rectums after anal intercourse with adults. Adolescent girls face the possibility of pregnancy, and both boys and girls face severe physical damage from venereal disease.(90) Cases of gonorrhea of the mouth and throat are seen in even very young children.

When a child prostitute is controlled by a pimp, the possibilities of physical abuse and even death increase. One 14-year-old teenager who had been picked up by a pimp in Minneapolis and turned into a prostitute in New York testified before a New York State Select Legislative Committee on Crime and described the brutality that she had experienced. The pimp had lured her into going with him by promising good times and a glamorous life. After weeks of selling herself to five and 10 men a night for $20 a trick, six or seven days a week, she complained that she had had enough and wanted out. He beat her so brutally that he broke her jaw. When she left the hospital with her jaw still wired shut, "he pushed her back on to the street with instructions not to return until she had earned her old quota."(91) She earned $4,000 in three months. An attempt at suicide failed and she finally telephoned her family for help. She was reunited with them with the help of local police.

FEDERAL LEGISLATION

As of 1978, five federal laws prohibited the distribution of obscene material. One law curbed the mailing of obscene material, another banned importation of the material, the third prohibited the broadcasting of obscenity, and "two others ruled out the interstate transportation or use of common carriers to transport obscene material."(92) However, no federal statutes specifically forbade child pornography. Also the 1910 White Slave Traffic Act, or the Mann Act as it is more commonly known, prohibited only the transportation of females across state lines for prostitution purposes without providing a similar provision to protect boys.(93)

The problem with the federal laws concerning obscenity was that no one could agree on what was obscene. Law enforcement officials and prosecutors were hesitant to spend taxpayers' money and their time on cases which so frequently were being discarded on First Amendment grounds. Add to this problem the idea held by many citizens and court officials that pornography is a victimless crime and one can understand why the pornography business was in high gear in the mid and late seventies. If a case did get to court, pornographers often used the services of a few law firms specializing in obscenity cases which tended to increase their expertise.

When it was brought to Congress' attention that children were being exploited and abused by pornographers, action was taken to create a new federal law, the Protection of Children Against Sexual Exploitation Act of 1977. The law prohibits anyone - including parents and guardians - from using children under 16 or enticing them to be depicted in sexual acts, and from shipping child pornography through the mails or in interstate or foreign commerce.(94) It also expands the Mann Act to prohibit the transporting of any minor, whether boy or girl, for the purposes of prostitution or "prohibited sexual conduct which will be commercially exploited by another person."(95) The law provides for stronger sanctions against those sexually exploiting young people for financial gain. It does not deal with the problem of pedophiles who exchange, rather than sell, their products.(96)

In 1974 Congress had enacted the Child Abuse Prevention and Treatment Act (P.L.-93-247) which established the National Center on Child Abuse and Neglect within what is now called the Department of Health and Human Services. In 1978 Congress extended the Child Abuse Prevention and Treatment Act through September 1981 and amended the act by adding sexual exploitation to the definition of child abuse and neglect. This act has since been extended again. As a result of three amendments, states applying for State Child Abuse and Neglect grants are required to include sexual exploitation in their definition of child abuse and neglect.(97) If a state needs to amend its statute to include sexual exploitation as a reportable condition (North Carolina <u>does</u> need to amend), it has until the close of the second general legislative session of the state legislature that convenes after the effective date of these regulations to do so. (Effective date was Feb. 25, 1983.)(98)

Other federal acts which deal with children susceptible to exploitation are the 1974 Federal Runaway Youth Act, now known as the Runaway and Homeless Youth Act, and the 1982 Missing Children's Act. The early acts established shelters for runaways and started hotlines to help link runaways with services in the communities in which they find themselves.(99) The Chicago-based National Runaway Switchboard is part of a program including a network of 166 juvenile

shelters around the country. The switchboard's toll-free number is 1-800-621-4000. Some 125,000 calls are received each year.(100) By 1980 authorities had become aware that the "throwaway" problem was a component of homeless children. Now many shelters provide "on-site counseling for families in an effort to reunite them with their children."(101)

In 1982 the Missing Children's Act, sponsored by Senator Paula Hawkins, was made law. The act:

1. Ordered local law enforcement officials to enter into the FBI's National Crime Information Computer (NCIC), the names of children under 17 who have been missing for 48 hours and who have no history of running away. This information is available to police across the nation.

2. Gave parents, legal guardians or next of kin the right to enter the child's name in the NCIC computer if local officials do not.

3. Specified that information on unidentified bodies must be placed on an FBI computer available to coroners and law enforcement officials nationwide. All of this provides only access to the computer, however. It does not necessarily mean that the FBI would investigate. It becomes involved only if a federal law is broken; for example, proof of the occurrence of a kidnapping, i.e. a note left and the person is held for 24 hours.(102)

In May 1984 Congress passed and the president signed into law the Child Protection Act which amended the Protection of Children Against Sexual Exploitation Act of 1977. Section 2 of this act stated that child pornography is a multi-million-dollar industry which exploits thousands of children including large numbers of runaway and homeless youth (103) and concluded that this exploitation is "harmful to the physiological, emotional, and mental health of the individual child and to society."(104)

The Child Protection Act of 1984 enhanced prior legislation by 1) removing the obscenity requirement from the distribution offense, 2) removing the requirement that the production or distribution of child pornography be for commercial purposes, 3) raising the age of protection from 16 to 18, 4) increasing the penalties for violations, 5) upgrading the offense to include knowingly producing a "visual depiction" of sexually explicit conduct involving a minor for distribution, and 6) establishing criminal and civil forfeitures for those convicted under this act.(105)

PENDING FEDERAL LEGISLATION

The Missing Children's Act of 1982 amended Title 28 of the United States Code by requiring the attorney general to assist federal, state and local officials in the identification of certain deceased individuals and in the location of missing persons which includes unemancipated youth. Another bill currently before Congress, entitled the Missing Children's Assistance Act, if passed, will amend the Juvenile Justice and Delinquency Prevention Act of 1974. This bill calls for a national resource center and hot-line which would do the following: 1) provide technical assistance to state and local governments, agencies and individuals in locating and returning missing children; 2) coordinate public and private efforts to locate and return missing children; and 3) disseminate information nationally on innovative missing children's programs and services. The proposed center will also compile, analyze, publish and disseminate reports on research conducted on missing children.

39-879 O - 85 - 22

The bill before Congress is different from its 1982 predecessor in that it calls for a full-time administrator and a five-member advisory board composed of experts in the public sector with expertise on missing children. Besides the responsibilities listed above, the administrator will be authorized to offer grants and enter into contracts with public and non-profit agencies for research, demonstration or service programs designed to educate the public, provide information in tracking missing children and compiling data to assist in investigations.

The proposed bill calls for appropriations of $10 million a year beginning in 1985 and continuing over a four-or five-year period.

APPENDIX A

AN ACT ENTITLED
THE CHILD PROTECTION ACT OF 1983

The General Assembly of North Carolina enacts:

Section 1. G.S. 14-318.4 is amended by rewriting the last line of subsection (a) to read: "is guilty of child abuse and shall be punished as a Class I felon (imprisonment up to 5 years or fine or both)." and by adding new subsections (a1) and (a2) to read:

(a1) Any parent of a child less than 16 years of age, or any other person providing care to or supervision of the child, who commits, permits, or encourages any act of prostitution with or by the juvenile is guilty of child abuse and shall be punished as a Class I felon.

(a2) Any parent or legal guardian of a child less than 16 years of age who commits or allows the commission of any sexual act upon a juvenile is guilty of a Class I felony."

Sec. 2 G.S. 14-190.6 is amended by inserting the following language between "under this Article" and "and": "other than G.S. 14-190.12".

Sec. 3. Chapter 14 of the General Statutes is amended by adding a new section to read:

" 14-190.12. Sexual Performance by child.--(a) The use of a child in a sexual performance or the promotion of such a performance by a child shall be punished as a Class I felony. A person is guilty of the use of a child in a sexual performance if, knowing the character and content of the performance, he employs, authorizes, or induces a child whom he knows or reasonably should know is less than 16 years of age to engage in such performance. The parent, legal guardian, or custodian of a child less than 16 years of age is guilty of the use of a child in a sexual performance if he consents to the child's participation in such performance. A person is guilty of the promotion of a sexual performance by a child if, knowing the character and content of the performance, he produces, directs, or promotes such performance by a child who he knows or reasonably should know is less than 16 years of age.

For purposes of this section, promotion includes manufacture, delivery or dissemination. A sexual performance is any play, motion picture, photography, dance, or other visual presentation exhibited before an audience which includes sexual intercourse, buggery, bestiality, masturbation, sadomasochism, or lewd and lascivious exhibition of the genitals by a child less than 16 years of age.

(b) In addition to any other penalty imposed by law, a person found guilty of violating subsection (a) may be remanded by the court to a State authorized psychiatric facility to receive treatment and counseling for at least 90 days, to be served as a concurrent portion of any imposed sentence."

Sec. 4. This act shall become effective October 1, 1983, and shall apply to offenses committed on or after that date.

In the General Assembly read three times and ratified, this the 22nd day of July 1983.

APPENDIX B

CRIMINAL LAW
RAPE AND OTHER SEX OFFENSES

First-degree Rape.

(a) A person is guilty of rape in the first degree if the person engages in vaginal intercourse:

(1) With a victim who is a child of the age of 12 years or less and the defendant is of the age of 12 or more and is four or more years older than the victim; or

(2) With another person by force and against the will of the other person, and:

a. Employs or displays a dangerous or deadly weapon or an article which the other person reasonably believes to be a dangerous or deadly weapon; or

b. Inflicts serious personal injury upon the victim or another person; or

c. The person commits the offense aided and abetted by one or more other persons.

(b) Any person who commits an offense defined in this section is guilty of a Class B felony (life imprisonment). (1979, c. 682, s. 1; 1979, 2nd Sess., c. 1316, s. 4; 1981, c. 106, ss. 1, 2.)

Second-degree rape.

(a) A person is guilty of rape in the second degree if the person engages in vaginal intercourse with another person:

(1) By force and against the will of the other person; or

(2) Who is mentally defective, mentally incapacitated, or physically helpless, and the person performing the act knows or should reasonably know the other person is mentally defective, mentally incapacitated, or physically helpless.

(b) Any person who commits the offense defined in this section is guilty of a Class D felony (up to 40 years). (1979, c. 682, s. 1; 1979, 2nd Sess., c. 1916, s.5.)

First-degree sexual offense.

(a) A person is guilty of sexual offense in the first degree if the person engages in a sexual act:

(1) With a victim who is a child of the age of 12 years or less and the defendant is of the age of 12 years or more and is four or more years older than the victim; or

(2) With another person by force and against the will of the other person, and:

(a) Employs or displays a dangerous or deadly weapon or an article which the other person reasonably believes to be a dangerous or deadly weapon; or

(b) Inflicts serious personal injury upon the victim or another person; or

(c) The person commits the offense aided and abetted by one or more other persons.

(b) Any person who commits an offense defined in this section is guilty of a Class B felony (life imprisonment). (1979, c.682, s. 1; 1979, 2nd Sess., c. 1316, s. 6; 1981, c. 106, ss. 3, 4.)

Second-degree sexual offense.

(a) A person is guilty of a sexual offense in the second degree if the person engages in a sexual act with another person:

(1) By force and against the will of the other person; or

(2) Who is mentally defective, mentally incapacitated, or physically helpless, and the person performing the act knows or should reasonably know that the other person is mentally defective, mentally incapacitated, or physically helpless.

(b) Any person who commits the offense defined in this section is guilty of a Class D felony (up to 40 years). (1979, c. 682, s.1; 1979, 2nd Sess., c. 1316, s.7.)

Taking indecent liberties with children.

(a) A person is guilty of taking indecent liberties with children if, being 16 years of age or more and at least five years older than the child in question, he either:

(1) Willfully takes or attempts to take any immoral, improper, or indecent liberties with any child of either sex under the age of 16 years for the purpose of arousing or gratifying sexual desire; or

(2) Willfully commits or attempts to commit any lewd or lascivious act upon or with the body or any part or member of the body of any child of either sex under the age of 16 years.

(b) Taking indecent liberties with children is punishable as a Class H felony (imprisonment up to 10 years or a fine or both). (1955, c. 764; 175, c. 779; 1979, c. 760, s.5.)

Incest between certain near relatives.

The parties shall be guilty of a felony in all cases of carnal intercourse between (i) grandparent and grandchild, (ii) parent and child or stepchild or legally adopted child, or (iii) brother and sister of the half or whole blood. Every such offense is punishable as a Class G felony (up to 15 years). (1879, c.16, s. 1; Code, s. 1060; Rev., s. 3351; 1911, c. 16; C. S., s. 4337; 1965, c. 132; 1979, c 760, s.5.)

Incest between uncle and niece and nephew and aunt.

In all cases of carnal intercourse between uncle and niece, and nephew and aunt, the parties shall be guilty of a misdemeanor, and shall be punished by a fine or imprisonment, in the discretion of the court. (1879, c. 16, s. 2; Code, s. 1061; Rev., s. 3352; C.S., s. 4338.)

APPENDIX C

REPORT INTERVIEWS

For the purpose of this report, the following people and agencies were contacted:

Bill Andrews, District Attorney, Onslow County
Wade Barber, District Attorney, Orange County
Charlotte Police Department
Peter Gilchrist, District Attorney, Mecklenburg County
Evelyn Hill, Assistant District Attorney, Wake County
Middle District, Office of U.S. Attorney
Raleigh Police Department
Rob Showers, U.S. Attorney, Eastern District
State Bureau of Investigation
Western District, Office of U. S. Attorney

This examination of child pornography and prostitution is an attempt to provide sound information on this important topic. However, in no way can it be considered comprehensive or scientific.

DEFINITIONS

Abuse: to use so as to injure or damage - physical maltreatment.

Buggery: same as sodomy; copulation with a member of the same sex or with an animal; or noncoital and especially anal or oral copulation with a member of the opposite sex.

Chicken Hawk: street name for pederasts, i.e., one who practices anal intercourse especially with a boy.

Chicken porn: pornography involving children generally - more specifically involving boys.

Child sexual abuse: (tentative definition adopted by National Center on Child Abuse and Neglect) - contacts or interactions between a child and an adult when the child is being used for the sexual stimulation of the perpetrator or another person. Sexual abuse may also be committed by a person under 18 when that person is either significantly older than the victim or when the perpetrator is in a position of power or control over another child.

Child pornography: sometimes called kiddie porn - refers to films, photographs, magazines and books depicting children in explicit heterosexual or homosexual acts.

Exploitation: an unjust or improper use of another person for one's own profit or advantage.

John: client of prostitute.

Molest: to annoy, disturb or persecute especially with hostile intent or injurious effect.

Pandering: to pimp; or to provide gratification for other's desires; or to cater to and exploit the weaknesses of others.

Pederast: one who practices anal intercourse especially with a boy.

Pederasty: anal intercourse especially with a boy as a passive partner.

Pedophile: one whose preferred sexual objects are children.

Pimp: one who encourages, supports and supervises a prostitute and is compensated from a prostitute's earnings.

Pornography: the depiction of erotic behavior (as in pictures or writing) intended to cause sexual excitement.

Sodomy: copulation with a member of the same sex or with an animal; or noncoital and especially anal or oral copulation with a member of the opposite sex.

Throwaways: children forced or encouraged to leave their homes or abandoned by parents.

NOTES

(1) "Children for Sale: Pornography's Dark New World," Reader's Digest, July 1983, p. 52.
(2) "Anybody's Child: The Problem of Missing and Exploited Children," Backgrounder, May 1983, p. 1.
(3) David P. Shouvlin, "Preventing Sexual Abuse of Children: A Model Act," Wake Forest Law Review, 17 (1981), p. 546.
(4) Ibid.
(5) Nicholas Groth, "Child Molesting," Good Housekeeping, 197:201, July 1983, p. 199.
(6) Robert L. Geiser, Hidden Victims: The Sexual Abuse of Children (Boston: Beacon Press, 1979), p. 133.
(7) Florence Rush, The Best Kept Secret: Sexual Abuse of Children (Englewood Cliffs, N.J.: Prentice-Hall, 1980), p. 169.
(8) Groth, p. 200
(9) Rush, p. 5.
(10) Marc Leepson, "Missing and Runaway Children," Editorial Research Reports, 1. No. 6 (Feb. 11, 1984), p. 112.
(11) Interview with Mary Lee Anderson, coordinator, Child Protective Services, Division of Social Services, Oct. 1983.
(12) Shouvlin, p. 547.
(13) Ibid, p. 553.
(14) Shelley A. Friend, "Sexual Exploitation of Children and Youth" State Legislative Report, 8, No. 6 (Oct. 1983), p. 3.
(15) Telephone conversation with Douglas Kappler, Police Information Network, Jan. 1984.
(16) Ibid.
(17) Ibid.
(18) Interview, Rob Showers, U.S. attorney for the Eastern District of North Carolina, Fall 1983.
(19) Interview, Evelyn Hill, assistant district attorney for Wake County, Fall 1983.
(20) "Pair waive extradition to N.C. on child sex-photo charges," The Raleigh Times, Jan. 28, 1984, p. 5B.
(21) State v. Kistle, 59 N.C. App. 724, 727, 297 S.E. 2d.626 (1982).
(22) Interview with Mary Lee Anderson.
(23) Groth, p. 197.
(24) Interview with Evelyn Hill.
(25) Interview with Mary Lee Anderson.
(26) Telephone conversation with Captain B. J. Smith, Commander Youth Bureau, Charlotte Police Department, Jan. 1984.
(27) Telephone interview with Captain B.J. Smith
(28) Ibid.
(29) Shouvlin, p. 541.
(30) Telephone conversation with Captain B. J. Smith.
(31) Bill Krueger, "Parents Agonize Over Lost Children," The News and Observer, Oct. 31, 1983. p. 1A.
(32) Ibid., p. 6a.
(33) Rita Rooney, "Innocence for Sale," Ladies Home Journal, April 1983, p. 127.
(34) Ibid.
(35) Groth, p. 199.
(36) Ibid, p. 197.
(37) Ibid.

(38) Friend, p. 2
(39) "Domestic Violence: No Longer Behind the Curtains," A Guide To Current Topics (Plano, Texas: Instructional Aides, Inc., 1981) p. 58.
(40) "Executive Summary: Research on the Use of Children in Pornography," Funded by the National Center on Child Abuse and Neglect, Department of Health and Human Services, Office of Human Development, Debriefing on Child Pornography Projects, Dec. 8, 1982. p. 1-2.
(41) Ibid., p. 5
(42) Clifford Linedecker, Children in Chains (New York, N.Y.: Vanguard Press, 1976), p. 189.
(43) Rush, p. 5
(44) Society's League Against Molesters, "What is a Molester," (Wheat Ridge, Colorado: Kiwanis Club of Lakeside) p. 4,
(45) Ibid.
(46) "Children for Sale: Pornography's Dark New World," p. 53.
(47) Rooney, p. 127.
(48) Ibid.
(49) Linedecker, pp. 15-16.
(50) Ibid., p. 90.
(51) Ibid., p. 91.
(52) Ibid., p. 28.
(53) "Executive Summary: Research on the Use of Children in Pornography," p. 5.
(54) Ibid., p. 6.
(55) Friend, p. 1.
(56) Linedecker, pp. 28-29.
(57) Ibid., p. 6
(58) Ibid., p. 274.
(59) Shouvlin, p. 538.
(60) Linedecker, p. 28.
(61) Jeanne Burr and Melinda Maidens, eds., America's Troubled Children (N.Y.: Facts on File, 1980), p. 128.
(62) Linedecker, p. 225.
(63) Ibid.
(64) Ibid.
(65) "Executive Summary: Research on the Use of Children in Pornography," pp. 4-5.
(66) Friend, p. 2.
(67) Geiser, p. 133.
(68) "Executive Summary: Research on the Use of Children in Pornography," pp. 5-6.
(69) "Anybody's Child: The Problem of Missing and Exploited Children," p. 2.
(70) Shouvlin, p. 543.
(71) Linedecker, p. 127.
(72) Ibid., p. 128.
(73) Rush, p. 159.
(74) Ibid.
(75) Shouvlin, p. 541.
(76) Linedecker, p. 127.
(77) Robin Lloyd, For Money or Love: Boy Prostitution in America, (New York, N.Y.: Vanguard Press, 1976), p. 236.
(78) Linedecker, p. 119.
(79) Ibid.
(80) Ibid.
(81) Rooney, p. 182.
(82) Ibid.
(83) Linedecker, p. 119.

(84) Ibid., p. 120.
(85) Leepson., p. 115.
(86) Children for Sale," p. 54.
(87) "Executive Summary: Research on the Use of Children in Pornography," p. 5.
(88) "Ibid.
(89) "Children for Sale," p. 54.
(90) Linedecker., p. 120.
(91) Ibid.
(92) Ibid., p. 273.
(93) Ibid.
(94) Ibid., p. 274.
(95) Ibid.
(96) Friend., p. 3.
(97) "Child Abuse and Neglect Prevention and Treatment Program: Final Rule," Federal Register, Jan. 26, 1983, p. 3698.
(98) Ibid.
(99) "Anybody's Child: The Problem of Missing and Exploited Children," p. 4.
(100) Linedecker., p. 189.
(101) "Anybody's Child: The Problem of Missing and Exploited Children," p.4.
(102) Leepson, p.118.
(103) "Child Protection Act of 1984," Public Law 98-292 (May 21, 1984), p. 204.
(104) Ibid.
(105) Ibid., pp. 204-206.

BIBLIOGRAPHY

Anderson, Mary Lee: Coordinator, Child Protective Services, Division of Social Services, N.C. Department of Human Resources, Raleigh, N.C. Interview, Fall 1983.

"Anybody's Child: The Problem of Missing and Exploited Children." Backgrounder. States Information Center. The Council of State Governments. Lexington, Kentucky, May 1983.

Burr, Jeanne and Melinda Maidens, eds. America's Troubled Children. N.Y.: Facts on File, 1980.

Chase, Harold W., and Craig R. Ducat. Constitut[illegible] Interpretation. St. Paul, Minn.: West Publishing Co., [illegible]9.

"Child Abuse and Neglect Prevention and Treatment Program: Final Rule." Federal Register, Jan. 26, 1983.

"Child Protection Act of 1983." House of Representatives Report 98-536 98th Congress, 1st Session, Nov. 10, 1983.

"Children for Sale: Pornography's Dark New World." Reader's Digest, July 1983.

"Domestic Violence, No Longer Behind the Curtains." A Guide on Current Topics Texas: Instructional Aides Inc., 1981.

"Executive Summary of Research on the Use of Children in Pornography." National Center on Child Abuse and Neglect, Department of Health and Human Services, Office of Human Development. Debriefing on child pornography projects, Dec. 8, 1982.

Friend, Shelley A. "Sexual Exploitation of Children and Youth." State Legislative Report, 8, No. 6, Oct. 1983.

Geiser, Robert L. Hidden Victims: The Sexual Abuse of Children. Boston: Beacon Press, 1979.

General Statutes of North Carolina. Vol. 1B. Charlottesville, Va.: Michie Co. 1981.

Goldstein, Michael J. and Harold S. Kant. Pornography and Sexual Deviance. Berkeley: University of California Press, 1973.

Groth, Nicholas. "Child Molesting." Good Housekeeping, July 1983.

Hill, Evelyn, Assistant District Attorney, Wake County, North Carolina. Interview, Fall 1983.

Kappler, Douglas. Police Information Network. Interview, Jan. 1984.

Krueger, Bill. "Parents Agonize Over Lost Children." The News and Observer, Raleigh, N.C. Oct. 31, 1983.

Leepson, Marc. "Missing and Runaway Children." Editorial Research Reports, 1, No.6 (Feb. 11, 1983).

Linedecker, Clifford. Children in Chains. New York: Everest House, 1981.

Lloyd, Robin. For Money or Love: Boy Prostitution in America. N.Y., NY: Vanguard Press, 1976.

North Carolina Court of Appeals Reports. Vol. 59, Raleigh, 1983.

"Pair waive extradition to N.C. on child sex-photo charges." The Raleigh Times, Raleigh, N.C., Jan. 28, 1984.

"Protection of Children Against Sexual Exploitation Act of 1983." Senate Report 98-169. Calendar No. 272 98th Congress. 1st Session, June 29, 1983.

Rooney, Rita. "Innocence for Sale." Ladies Home Journal. April 1983.

Rooney, Rita. "Innocence for Sale." Ladies Home Journal. Aug. 1983.

Rush, Florence. The Best Kept Secret: Sexual Abuse of Children. Englewood Cliffs, N.J.: Prentice-Hall, 1980.

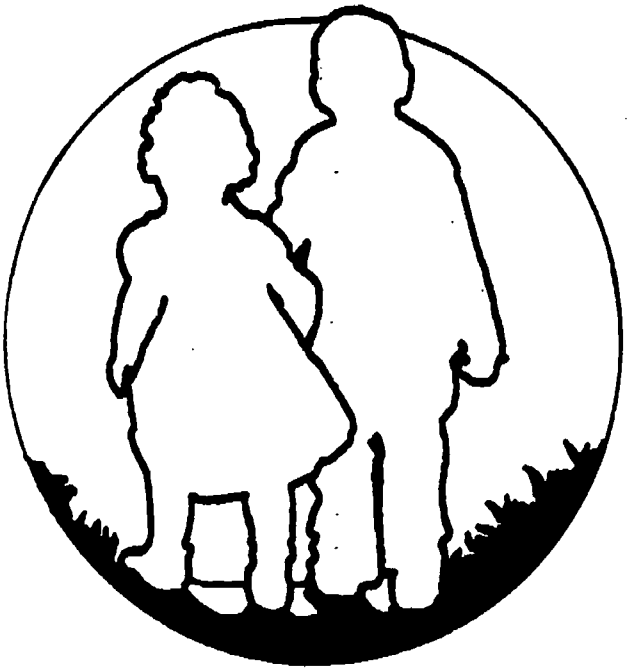
Session Laws of North Carolina. 1979 General Assembly, Second Session, Winston-Salem, N.C.: Hunter Publishing Co., 1980.

Shouvlin, David P. "Preventing Sexual Exploitation of Children: A Model Act." Wake Forest Law Review, 17 (1981).

Showers, Rob. U.S. Attorney for the Eastern District of N.C., Fall 1983.

Smith, Capt. B. J., Commander of the Youth Bureau, Charlotte Police Department, Charlotte, N.C., Telephone Interview, Jan. 1984.

Society's League Against Molesters. pamphlet. Wheat Ridge, Colo.: Kiwanis Club of Lakeside.



Governor's Task Force on Missing Children

October 1984

EXECUTIVE SUMMARY

By Executive Order dated May 14, 1984, Governor James B. Hunt, Jr. appointed the Task Force on Missing Children and charged the Task Force to: (1) Develop a policy on missing children and to recommend to the Governor how that policy should be carried out; (2) Be responsible for promoting public awareness and the prevention of missing children; (3) Initiate prevention programs aimed at involving schools, day care centers, law enforcement agencies, child advocacy organizations, and other public and private organizations; (4) Develop a public information program for educating the general public.

The Task Force brought together a group of people with knowledge, experience, and long standing interest in the subject. At its first meeting the Task Force was asked to: (A) Define the term missing children; (B) Determine the adequacy of existing laws relating to missing children; (C) Review collection and analysis of data on missing children; (D) Review public and private responses to reports of missing children; (E) Identify and develop effective prevention and education programs on missing children.

Public hearings were held by the Task Force in Raleigh, Greenville, Charlotte, Asheville, and Wilmington. Work sessions and subcommittee meetings were held throughout the state.

One of the problems encountered by the Task Force is that there is no systematic statewide record keeping on missing children in North Carolina.

Based on data being kept in Florida (which is a state of comparable population to North Carolina), our state may have as many as 4,000 children currently missing. National estimates place the number of missing children at almost two million annually. Most of the missing are runaways who return within a few days usually, but each runaway is very much at risk from adults who criminally exploit children. The longer the child remains away from home the greater the risk of injury or death. The Federal Bureau of Investigation estimates that in some areas seventy-five per cent of runaways are teenage females.

There is a distressing problem of abduction of children by non-custodial parents; however, the most dreaded problem is the criminal abduction of children. Every parent, aware of the dangers which exist in today's society, lives in constant fear of criminal abduction. This calls for an immediate, comprehensive response by law enforcement agencies and the intelligent use of all resources.

The Task Force found a great desire among all law enforcement agencies to improve the response to reports of missing children and for a statewide coordination of resources.

In a few North Carolina cities innovative programs have been developed to protect children before and after school and to provide support for families of missing children. However, little is being done

in the areas of education and prevention other than fingerprinting programs scattered across the state.

The Task Force recommends establishing a network for the immediate response and coordinated followup of all law enforcement agencies to reports of missing children. The reports should be responded to immediately by local law enforcement officials and reported to the state Police Information Network (PIN). PIN should make appropriate distribution of the information to other law enforcement authorities including the FBI and the National Missing Children's Center.

The Task Force recommends that a state agency be designated to serve as the North Carolina Missing Children's Information Center. The designated state agency will be responsible for the development of education and prevention programs.

Utilizing existing state agencies and local non-profit organizations, the Task Force recommendations will require almost no new funding except for the additional computer program for the Police Information Network.

The Task Force had the benefit of many perceptive presentations by people with experience and knowledge. A wealth of material was utililized from studies made in other states.

The recommendations finally adopted by the Task Force represent a summary of what the members consider to be basic protective measures which should be undertaken by government to promote the safety of our children.

At its first meeting the Task Force defined the term missing children as follows: Any individual under 16 years of age who voluntarily leaves and remains away from home without parental consent, and any individual under 18 years of age missing from home under circumstances which indicate that the child has been abducted by either a parent without proper authority or by an individual not known or approved by the child or his family.

GOVERNOR'S TASK FORCE ON MISSING CHILDREN

October 1, 1984

RECOMMENDATION ONE

THE TASK FORCE RECOMMENDS THAT PARENTS, GUARDIANS OR CARETAKERS REPORT THE DISAPPEARANCE OF A CHILD TO THE CITY POLICE DEPARTMENT OR COUNTY SHERIFF'S OFFICE AS SOON AS IT IS DETERMINED THAT THE CHILD IS MISSING. THERE IS NO WAITING PERIOD.

EXPLANATION

In order to receive the most immediate response the local law enforcement agency should always be the initial contact. It is imperative that this be done immediately. The local law enforcement agency will make the response in accordance with the danger which may or may not exist depending on the age of the child and the circumstances surrounding the disappearance. The call to the local law enforcement agency will trigger the coordinated state and national information network if need be.

The Task Force found the widespread misconception that there was a necessary waiting period of 24 to 72 hours before a report would be responded to. No such law or regulation exists. Immediate search is always indicated where criminal activity is suspected. The local law enforcement agency will know the resources available to begin the search for a lost child.

RECOMMENDATION TWO

THE TASK FORCE RECOMMENDS THAT ALL LAW ENFORCEMENT AGENCIES MAKE AN IMMEDIATE RESPONSE TO ALL REPORTS OF THE DISAPPEARANCE OF A CHILD AND DEMONSTRATE CONCERN AND TAKE POSITIVE LEADERSHIP IN THEIR COMMUNITIES IN THE PROTECTION OF CHILDREN, AND RECOMMENDS THAT:

A. A LAW ENFORCEMENT AGENCY RECEIVING A MISSING CHILD REPORT ACT IMMEDIATELY WITHOUT DELAY TO GATHER ADDITIONAL INFORMATION THROUGH DIRECT INTERVIEWS WITH THE PARENT, GUARDIAN, THE MISSING CHILD'S FRIENDS, AND OTHER RELEVANT PERSONS.

B. THE APPROPRIATE LAW ENFORCEMENT AGENCY ENTER ALL ELIGIBLE MISSING CHILDREN REPORTS, INCLUDING RUNAWAYS, INTO THE POLICE INFORMATION NETWORK AS SOON AS THE

MINIMUM INFORMATION REQUIRED FOR ENTRY IS COLLECTED. POLICE INFORMATION NETWORK (PIN) SHOULD ESTABLISH CRITERIA FOR ENTERING MISSING CHILDREN INFORMATION INTO THE SYSTEM.

C. LAW ENFORCEMENT AGENCIES, THROUGH THEIR CRIME PREVENTION OFFICERS, SHOULD ENCOURAGE BUSINESSES, COMMUNITIES, AND CIVIC ORGANIZATIONS IN DEVELOPING PROGRAMS TO PREVENT CRIMINAL ACTS AGAINST MISSING CHILDREN AND TO ASSIST WITH EFFORTS TO PREVENT CHILDREN FROM BECOMING MISSING.

D. LAW ENFORCEMENT AGENCIES SHOULD ENCOURAGE PARENTS TO PARTICIPATE IN PREVENTION AND EDUCATION PROGRAMS IN EACH COMMUNITY, AND SHOULD OFFER ASSISTANCE TO PARENTS AND CHILDREN WHO WISH TO OBTAIN CURRENT PHOTOGRAPHS OF THEIR CHILDREN, AND SHOULD OFFER ASSISTANCE IN VOLUNTARY FINGERPRINTING PROGRAMS FOR CHILDREN AS A PART OF THE OVERALL EDUCATION AND PREVENTION EFFORT.

E. SPECIAL IN-SERVICE TRAINING PROGRAMS SHOULD BE DEVELOPED BY THE JUSTICE ACADEMY AND MADE AVAILABLE TO ALL LAW ENFORCEMENT AGENCIES FOR THEIR USE IN TRAINING THEIR PERSONNEL.

F. THE MANUAL PREPARED BY THE SUB-COMMITTEE OF THIS TASK FORCE WITH THE ASSISTANCE OF THE SHERIFFS' ASSOCIATION AND ASSOCIATION OF CHIEFS' OF POLICE BE USED BY ALL LAW ENFORCEMENT AGENCIES FOR STUDY AND AS A GUIDE IN MAKING THE BEST POSSIBLE RESPONSE TO A MISSING CHILD REPORT AND IN THE DEVELOPMENT OF CHILD PROTECTION PROGRAMS.

EXPLANATION

The Task Force found a sincere interest and concern on the part of all law enforcement agencies in improving their response to the report of a missing child. They welcomed a coordination of reporting and assistance by the state and FBI. The Sheriffs' Association and the Association of Chiefs' of Police worked with the Task Force sub-committee in the preparation of a manual which will assist law enforcement officers gathering critical information upon receiving a report and through direct interviews and in making an immediate evaluation and response to the problem. The manual also provides material which will assist in the development of prevention and education programs.

RECOMMENDATION THREE

THE TASK FORCE RECOMMENDS THAT THE POLICE INFORMATION NETWORK IMMEDIATELY BE PROVIDED RESOURCES WHICH WILL ALLOW IT TO EXPAND THE CURRENT STANDARD REPORTING FORM IN ORDER TO

39-879 O - 85 - 23

OBTAIN NECESSARY INFORMATION ENCOMPASSING THE BROADER DEFINITION OF MISSING CHILDREN: (a) MISSING - MENTAL AND PHYSICAL DISABILITY; (b) MISSING - INVOLUNTARY; (c) MISSING ENDANGERED; AND (d) MISSING - JUVENILE.

EXPLANATION

The Task Force found that there is no systematic reporting statewide on missing children. The PIN is available to receive reports which will give immediate distribution to a missing child report and also accumulate data which would present the scope and nature of the missing child problem in this state.

Currently, there is no solid information on the scope and nature of the problem. After establishing a data collection system, the State of Florida found that there are currently 4,000 missing children in that state. Based on the Florida data, as well as a study of the few towns and counties in North Carolina, where accurate data is being kept, we know we have a serious problem. Additional funding must be provided to the PIN to program its computer system to receive the reports of missing children and to properly store and distribute the information. PIN cooperated with the Task Force in developing this recommendation. The classification of the data will be compatible with the PIN.

RECOMMENDATION FOUR

THE TASK FORCE RECOMMENDS THAT GOVERNOR JAMES B. HUNT, JR., IMMEDIATELY ESTABLISH, BY EXECUTIVE ORDER, A NORTH CAROLINA MISSING CHILDREN'S INFORMATION CENTER WITHIN AN EXISTING STATE AGENCY TO ASSIST LAW ENFORCEMENT IN THE RESPONSE TO REPORTS OF MISSING CHILDREN AND TO WORK WITH OTHER STATE AGENCIES TO MAKE STATE RESOURCES AVAILABLE; TO GATHER AND DISTRIBUTE INFORMATION AND DATA ON MISSING CHILDREN; TO CONTINUE RESEARCH AND STUDY; TO SERVE AS A STATEWIDE RESOURCE CENTER AND ASSIST LOCAL COMMUNITIES IN PROGRAMS AND INITIATIVES FOR CHILD PROTECTION AND PREVENTION OF CHILD MOLESTATION; TO CONTINUE PUBLIC AWARENESS OF THE PROBLEMS OF MISSING CHILDREN AND COORDINATE WITH THE FUNCTIONS OF THE NATIONAL MISSING CHILDREN'S CENTER.

EXPLANATION

The Task Force found unanimous agreement among law enforcement agencies and private organizations throughout the state that there should be a central agency in state government to improve efforts to locate missing children and initiatives for the protection of children. This function can be carried

out by an existing department of state government such as the Crime Prevention Division of the Department of Crime Control and Public Safety. The Task Force is of the opinion that the State Center should have an advisory board, the membership of which would be representative of the several state agencies which already have involvement in the problem such as the Governor's Advocacy Council on Youth and Children, the SBI, PIN, Department of Public Instruction, AOC and DHR, as well as the FBI, Sheriffs' and Chiefs' of Police Associations and private organizations (similar to the makeup of this Task Force). The details as to the function of the center would be set forth in the Executive Order.

RECOMMENDATION FIVE

THE TASK FORCE RECOMMENDS THAT THE MISSING CHILDREN'S INFORMATION CENTER BE INSTITUTIONALIZED BY THE ENACTMENT OF LEGISLATION BY THE NEXT GENERAL ASSEMBLY AND ALSO ENACT LEGISLATION REQUIRING THAT ALL LAW ENFORCEMENT AGENCIES REPORT CASES OF MISSING CHILDREN TO THE POLICE INFORMATION NETWORK.

EXPLANATION

In the recommendation preceding this one, the Task Force recommended that the Governor act immediately through Executive Order to establish the center and designate an existing state agency to organize and begin operation of the center.

This recommendation recommends that the Legislature authorize the North Carolina Missing Children's Information Center by legislation and provide support through the budget.

The Information Center should have responsibility to assist the various public and private agencies in the development of programs that avoid duplication of effort and to assure that everyone involved is fully informed of basic and factual information.

The center should be authorized to work with its Advisory Board to assure that information on missing children is regularly issued to law enforcement through the state, and is entered on the state Police Information Network and the National Crime Information Center. The information should be kept current and should include information on children who have been found.

RECOMMENDATION SIX

THE TASK FORCE RECOMMENDS THAT SAFETY HOUSE PROGRAMS, FOR THE BEFORE AND AFTER SCHOOL PROTECTION OF ELEMENTARY AGED SCHOOL CHILDREN SIMILAR TO THE SAFETY HAVEN PROGRAM, BE ESTABLISHED IN EVERY COUNTY.

EXPLANATION

In the public hearings conducted across the state the Task Force learned of several excellent local programs and efforts to protect children. The Safety Haven program in Charlotte and the Block Parent Program in Raleigh offer children safe houses to seek sanctuary in the event of danger or perceived danger. The volunteer residents are carefully screened and trained to be alert to the children's needs. The safety houses are located along routes to and from school. The program is both a prevention and education effort as well as a concept offering actual sanctuary, in event of danger.

The North Carolina Missing Children's Information Center should immediately initiate cooperative efforts with the North Carolina Girl Scout Councils, the North Carolina Congress of Parent Teacher Association Councils, local law enforcement agencies, local governments, local school systems, local school boards, local women's clubs, and other organizations to establish steering committees which will start safety house programs throughout every county in North Carolina.

RECOMMENDATION SEVEN

THE TASK FORCE RECOMMENDS THAT LEGISLATION BE ENACTED BY THE NEXT SESSION OF THE NORTH CAROLINA GENERAL ASSEMBLY AMENDING THE LAW TO MAKE CLEAR THAT CHILDREN WHO ARE INNOCENT VICTIM OF CRIMINAL ACTS MAY CLAIM COMPENSATION FROM THE NORTH CAROLINA CRIME VICTIMS COMPENSATION COMMISSION FOR PSYCHOLOGICAL AS WELL AS FOR PHYSICAL INJURIES.

EXPLANATION

Innocent child victims of criminal acts who suffer bodily or psychological injury would be able to claim compensation from the North Carolina Crime Victims Compensation Commission under the amendments. Current General Statutes 15-B omit words like psychological or mental and apparently mean physical injury alone in describing personal injury. It is not clear that psychological injuries are precluded from recovery, but neither is it certain that they are included in the definition of criminally injurious conduct.

Often the personal injury to a child from a criminal act against the child is a lasting psychological injury. A child may be tormented much of his or her formative years and into adulthood as result of the criminal act. The mental anguish and suffering can be as painful and debilitating as any purely physical horror. A child victim so injured should be statutorily permitted to recover from the North Carolina Crime Victim's Compensation Commission.

RECOMMENDATION EIGHT

THE TASK FORCE RECOMMENDS THAT CHILD FINGERPRINTING PROGRAMS CONTINUE TO BE ORGANIZED IN EVERY NORTH CAROLINA COUNTY TO INSURE THAT EVERY NORTH CAROLINA CHILD HAS THE OPPORTUNITY TO BE FINGERPRINTED AND THAT HIS OR HER PARENTS ARE PROVIDED WITH THE FINGERPRINTS.

EXPLANATION

Child fingerprinting projects have a larger purpose than simply fingerprinting children. That is, a child's fingerprints may be of help in locating a missing child, just as a recent photograph of the child and accurate physical description might help.

Even more important is the increased awareness that child fingerprinting programs have created. Children and their parents need to know the risks that children face of being abducted, abused, or hurt in order that they can properly protect against these things. Nothing has been found to better focus a young child's attention on the problem and on his own vulnerability than the very personal approach that is made through fingerprinting.

RECOMMENDATION NINE

THE TASK FORCE RECOMMENDS THAT CALL-BACK PROGRAMS BE INSTITUTED IN EVERY NORTH CAROLINA SCHOOL THROUGH WHICH PARENTS ARE IMMEDIATELY NOTIFIED WHEN A CHILD FAILS TO REPORT TO SCHOOL AS SCHEDULED. SCHOOL BOARDS SHOULD INSTITUTE SIGN-OUT AND IDENTIFICATION PROCEDURES GOVERNING PERMISSION OF STUDENTS TO LEAVE SCHOOL DURING THE SCHOOL DAY WITH AN ADULT. WHEN A CHILD FAILS TO REPORT TO SCHOOL AS SCHEDULED, AND SCHOOL OFFICIALS BELIEVE SUSPICIOUS CIRCUMSTANCES ARE PRESENT, THEY SHOULD CONTACT POLICE IMMEDIATELY. THE TASK FORCE FURTHER RECOMMENDS THAT THE NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION SHOULD REQUIRE CHILDREN ENTERING NORTH CAROLINA SCHOOLS TO PRESENT PREVIOUS SCHOOL RECORDS, AND THAT OFFICIALS OF THE NORTH CAROLINA SHERIFFS' ASSOCIATION, THE NORTH CAROLINA POLICE CHIEFS' ASSOCIATION, THE NORTH CAROLINA POLICE EXECUTIVES' ASSOCIATION AND THE NORTH CAROLINA SUPERINTENDENTS OF

SCHOOLS ASSOCIATION MEET AT THE EARLIEST POSSIBLE TIME TO DEVELOP A PROGRAM AND PROCEDURES TO IDENTIFY AND LOCATE MISSING CHILDREN.

EXPLANATION

All investigators of missing children agree that in cases where foul play is involved, time is of the essence. If a child does not report to school as scheduled and is the victim of foul play, the seven hours lost in notifying a child's parents and the police (between times the child is to report to school and return home) are extremely important. In the case of Etan Patz, a first grader in New York whose case received national attention, his parents were not notified until the end of the school day that he never arrived at school that day. Etan Patz is still missing today.

When a student, primarily in elementary or middle school, does not arrive as scheduled and an hour passes without notification by the parents, the school should call the home or place of employment of the parent to verify that the absence is excused. If the parent is not aware of the child's absence, the police should be advised. Such a notification system is critical if abducted children are to be safely found.

If the school system claims that such a procedure is too time-consuming for school officials, volunteers from the PTA/PTO should be requested to do it. Call back programs are easy to set up, and the time taken is worth the lives that may be saved.

RECOMMENDATION TEN

THE TASK FORCE RECOMMENDS THAT THE NORTH CAROLINA JUSTICE ACADEMY, IN COOPERATION WITH THE NORTH CAROLINA SHERIFFS' ASSOCIATION, THE NORTH CAROLINA CHIEFS' OF POLICE ASSOCIATION, THE NORTH CAROLINA POLICE EXECUTIVES' ASSOCIATION, AND THE NORTH CAROLINA CRIME PREVENTION OFFICER'S ASSOCIATION, DEVELOP AND PRESENT TO LAW ENFORCEMENT OFFICERS STATEWIDE AN APPROPRIATE TRAINING PROGRAM DEALING WITH THE PROBLEM OF MISSING CHILDREN.

EXPLANATION

A call involving a missing child is a very sensitive one for even the most experienced officer. Usually it is difficult to determine whether the call is about a small child who is lost from its parents, a child taken by a non-custodial parent, or a child taken by an unstable person. The caller is often upset and highly emotional. Regardless of the motive or reason, for the

missing child the most treasured of treasures is missing from the parents, and they want the child back. It should be understandable that this is a sensitive call and the officer must respond accordingly.

Some parents, and even some law enforcement officers, have incorrectly thought there was some mythical 24, 36, 48, or 72 hour waiting period after discovery of a missing child before parents should report the missing child to police.

There are no state or federal laws or regulations which require a waiting period of any duration. The Task Force has found no written local regulation which requires a waiting period before reporting missing children.

When children are missing, especially young children, the first few minutes may be crucial. What parents do, or do not do, and what law enforcement does, or does not do, in the first few minutes and hours, after a reported missing child becomes missing, may determine whether the child is found or not found.

The Task Force has found that parents, educators, and law enforcement can respond better and more intelligently to a report of a missing child when everyone knows what to do and what not to do.

RECOMMENDATION ELEVEN

THE TASK FORCE RECOMMENDS THAT LOCAL TASK FORCES BE ESTABLISHED IN COUNTIES OR MULTI-COUNTY AREAS COMBINING RESOURCES AND FOCUSING ON THE MISSING CHILD PROBLEM FROM AN INTER-AGENCY COOPERATIVE APPROACH, TO DISCUSS THE PROBLEM, RAISE PUBLIC AWARENESS, AND INITIATE EFFORTS TO IMPROVE LOCAL SERVICES FOR MISSING CHILDREN AND BETTER PROTECT ALL CHILDREN.

EXPLANATION

LOCAL TASK FORCES ON MISSING CHILDREN

Local task forces are recommended primarily for two reasons: first, to coordinate investigative resources already available within existing criminal justice agencies and secondly, to develop for the community a clear understanding of the problem. The experience in Jefferson County, Kentucky, since early 1980 when a local task force was appointed, indicates that by sharing agency resources a dramatic impact can be made on the problem without the allocation of additional resources. By acting together with common goals and shared commitment and resources, task force agencies

are better able to uncover the problem locally and make a marked local impact.

RECOMMENDATION TWELVE

THE TASK FORCE RECOMMENDS THAT MISSING CHILD UNIT TEAMS OF POLICE AND SOCIAL WORKERS SHOULD BE ESTABLISHED IN COUNTIES AND MULTI-COUNTY AREAS SO THAT COMBINED LAW ENFORCEMENT AND JUVENILE COURT EFFORTS CAN FOCUS ON THE PREVENTION OF CHILD TRAGEDIES.

EXPLANATION

Missing children, expecially runaways, have sometimes been considered violators of the law, and too little attention has been directed at the reasons children become missing or runaways. Little, if any, attention has ever been given to uncovering the adults or groups of adults who actively use children for sexual or other criminal purposes, partly because the exploitation is so incomprehensible to most people.

Because of these problems, child victims have often simply fallen through the gaps of the system. If runaway or missing when found by police, often no attempt was made to determine how the child survived during his or her absence from home and who the child may have associated with, particularly any adults.

RECOMMENDATION THIRTEEN

HAVING FOUND A SERIOUS PROBLEM IN NORTH CAROLINA CONCERNING CHILD ABUSE AND EXPLOITATION, THE TASK FORCE RECOMMENDS THAT THE GENERAL ASSEMBLY CREATE A LEGISLATIVE STUDY COMMISSION TO CONSIDER THE FOLLOWING LEGISLATION:

A. A CHILD SEXUAL ABUSE AND EXPLOITATION PREVENTION ACT TO EDUCATE CHILDREN ABOUT THE DANGERS OF SEXUAL ABUSE AND ABOUT THE LURES OF EXPLOITATION AND WHICH ENCOURAGES PARENTS AND SCHOOL ADMINISTRATORS TO TEACH CHILDREN ABOUT BODY SAFETY RULES AND TECHNIQUES. A CHILD VICTIM'S TRUST FUND SHOULD BE ESTABLISHED TO FINANCE LOCAL PREVENTION PROGRAMS.

EXPLANATION

Similar legislation has been adopted by Kentucky and four other states to teach about the problems of exploitation of children. Child Victim's Trust Funds have been established.

The focus of the fund will be on prevention programs which educate children about the dangers of sexual

abuse and about the lures of exploitation and which encourage parents, school officials, and communities to teach about child "body safety" rules and techniques.

B. LEGISLATION TO ENCOURAGE YOUTH SERVING AGENCIES TO BE MORE AGGRESSIVE IN ADVOCACY FOR YOUTH AND MAKE CLEAR THAT YOUTH SERVING AGENCIES HAVE THE RIGHT TO REQUEST CRIMINAL RECORD CHECKS ON ALL PERSONS WHO APPLY FOR EMPLOYMENT OR VOLUNTEER FOR POSITIONS IN WHICH THEY WOULD HAVE SUPERVISORY OR DISCIPLINARY AUTHORITY OVER CHILDREN.

EXPLANATION

WHAT WILL THIS LEGISLATION ACCOMPLISH?
Individuals who have a perverted sexual interest in children (pedophiles) too frequently are able to infiltrate agencies that operate youth programs. By occupying positions of trust in respected agencies and organizations, pedophiles have the ready access they desire to numerous unsuspecting children who view the adult in a position of authority and trust. It is difficult for any organization to know the backgrounds of those who are hired or volunteer their services to work with children, and sometimes when criminal records information is requested from a police agency, the agency is too busy or unwilling to provide the information in a timely manner. This legislation should require the North Carolina Department of Justice to furnish an employer with records of all convictions involving sex crimes of a person who applies for employment or volunteers for a position in which he or she would have supervisory or disciplinary power over a minor.

C. LEGISLATION TO ESTABLISH CERTAIN SEXUAL OFFENSES AS OFFENSES WHERE PROBATION CANNOT BE GRANTED AND THE EXECUTION OR IMPOSITION OF SENTENCE CANNOT BE SUSPENDED.

EXPLANATION

WHAT WILL THIS LEGISLATION ACCOMPLISH?
The idea that we could take convicted child molesters out of society and cure them in hospitals, or probate them and trust that they will simply secure their own treatment, has long been fashionable in this country. However, a growing body of evidence and an increasing number of medical, legal and sociological experts are concluding that child molesters with life-long histories of emotional as well as sexual involvement with children are not curable.

The recent final report of the national Task Force on Victims of Crime stated that "child molesters have a sexual preference that manifests itself in repeated criminal acts and that is highly resistant to treatment. For them, any child might be a potential victim and thus their access to children must be restricted. It is a profound disservice to children to fail to take reasonable and necessary steps for their protection."

D. LEGISLATION TO PERMIT THE PRETRIAL VIDEOTAPED TESTIMONY OF CHILDREN AGE 12 AND UNDER TO BE USED AS EVIDENCE IN SEXUAL ABUSE CASES.

EXPLANATION

The legislation will allow the pretrial video taped testimony of children 12 years of age and younger to be used as evidence in sexual abuse cases. Also allowed will be closed circuit television interviews during a trial. Pretrial video tapes will be admissible only if certain requirements are met; attorneys for the parties may not be present; the child's statement may not be in response to a "leading"question by the interviewer; and both child and interviewer must be available in court at the Judge's discretion.

It would also be discretionary for the Judge to order the taking of a child's testimony during the trial outside of the courtroom, in the presence of only the parties' attorneys, the video equipment operators, and any other person "whose presence could contribute to the welfare and well-being of the child." The child would be questioned only by the attorneys, and the defendant would be able to see and hear the testimony through closed-circuit television projected into the courtroom, or in person, as long as the child did not see or hear the defendant. The Judge's order for such out-of-court testimony would prevent the child from being compelled to testify in court.

E. LEGISLATION TO AMEND THE LAW TO MAKE CUSTODIAL INTERFERENCE A CLASS *F FELONY IN ALL CASES SO THAT EXTRADITION FROM ANOTHER STATE OF THE PERSON INTERFERING WITH LAWFUL CUSTODY IS ALWAYS POSSIBLE.

* Up to 20 years, fine, or both.

EXPLANATION

CUSTODIAL INTERFERENCE - WHAT WILL THIS LEGISLATION ACCOMPLISH?
Presently in North Carolina custodial interference is a Class J felony. Legislation is needed to upgrade the

offense of custodial interference where a family member interferes with custody to a Class F felony status.

F. LEGISLATION TO MAKE IT A CLASS *D FELONY FOR A PERSON WHO KNOWINGLY INDUCES, ASSISTS OR CAUSES A MINOR TO ENGAGE IN ILLEGAL SEXUAL ACTIVITY.

* Up to 40 years, fine, or both

EXPLANATION

North Carolina does have statutes protecting children from sexual exploitation, but does not have a comprehensive statutory scheme.

G. LEGISLATION TO AMEND G.S. 110-90.1 AND G.S. 110-91(8) REQUIRE THAT NO PERSON BE ALLOWED TO WORK IN A LICENSED DAYCARE CENTER UNTIL THAT PERSON HAS OBTAINED A DAYCARE EMPLOYEE PERMIT.

EXPLANATION

WHAT WILL THIS LEGISLATION ACCOMPLISH?
Individuals who have a perverted sexual interest in children (pedophiles) too frequently are able to infiltrate agencies that operate youth programs. By occupying positions of trust in respected agencies and organizations, pedophiles have the ready access they desire to numerous unsuspecting children who view the adult in a position of authority and trust.

It is difficult for any organization to know the backgrounds of those who are hired or volunteer their services to work with children, and sometimes when criminal records information is requested from a police agency, the agency is too busy or unwilling to provide the information in a timely manner. This legislation should require the North Carolina Department of Justice to furnish an employer with records of all convictions involving sex crimes of a person who applies for employment or volunteers for a position in which he or she would have supervisory or disciplinary power over a minor.

RECOMMENDATION 14: The Task Force recommends that magistrates be authorized to issue appropriate orders and authority to law enforcement officers to take necessary action where a custody order is concerned.

Explanation: Many times a missing child has been "snatched" by a non-custodial parent. Unfortunately, this often occurs on week-ends or evening hours. In such cases, a parent may not be able to reach an attorney or judge to take action. Also, there are times where the custodial parent fears that the non-custodial parent will snatch the child. It would be extremely helpful in preventing the abduction to enable magistrates to declare the restraining order. This will avoid delays in finding judges during non-business hours.

RECOMMENDATION 15: The Task Force recommends legislation to be passed by the North Carolina General Assembly making interference with a pending custody decision a felony.

Explanation: Many of the parental abductions occur before a custody order has been declared. If the abduction takes place prior to the custody order no law has been broken. Precious time is lost by having to find a judge to declare a temporary custody order. In far too many cases, once the temporary order exists the parent and abducted child have disappeared. This recommendation will guarantee that abducting a child while custody decisions are still pending will be a felonious crime, enabling an immediate response to find the child and enabling extraditions of the parent if necessary.

State of North Carolina

JAMES B. HUNT, JR.
GOVERNOR

EXECUTIVE ORDER 107

TASK FORCE ON MISSING CHILDREN

WHEREAS, there is a need to address the plight of missing children and their parents through a concerted statewide effort; and

WHEREAS, national figures estimate 5,000 children are abducted by strangers, 150,000 are abducted by parents in custody disputes, and over a million run away from home each year; and

WHEREAS, there is a Missing Children Act passed by Congress and signed by the President, and there now exists a .ional clearinghouse for information on missing children available to law enforcement; and

WHEREAS, there is a need for the State of North Carolina to take affirmative steps toward setting forth a statewide policy and central coordinating function on kidnapping and safety awareness program for children and parents.

NOW, THEREFORE, IT IS HEREBY ORDERED:

Section 1. I hereby create the Task Force on Missing Children.

Section 2. The Task Force shall be composed of at least twenty members appointed by the Governor. These members shall be representatives of law

enforcement, business, media, interested citizens (including parents of missing children), local groups involved with missing children, and members of the Governor's Advocacy Council on Children and Youth. The Governor shall designate one of the members to serve as Chair and one as Vice-Chair.

Section 3. The Task Force shall meet at the call of the Chair or the Governor. The duties of the Task Force will be to develop a policy on missing children and to recommend to the Governor how that policy should be carried out in the State. The Task Force will also be charged with the responsibility of promoting public awareness and the prevention of missing children by calling upon existing child advocacy agencies, the public and private sector, volunteer and other State agencies to join in our efforts to safeguard the State's children. The Task Force will also initiate prevention programs aimed at involving schools, day care centers, law enforcement agencies, child advocacy organizations, and other public and private organizations to develop a public information program for educating the general public.

Section 4. Members of the commission shall be reimbursed for such necessary travel and subsistence expenses as are authorized by N.C.G.S. 138-5. Funds for reimbursement of such expenses shall be made available from the Department of Administration.

Section 5. The Department of Administration, through the Governor's Advocacy Council for Children and Youth, and the Department of Crime Control and Public Safety shall provide staff support to the Task Force.

Section 6. The Task Force shall make its recommendations and complete its work on or before October 1, 1984.

Section 7. This order shall be effective immediately and shall terminate on October 1, 1984.

Done in the Capital City of Raleigh, North Carolina, this the 14th day of May, 1984.

James B. Hunt, Jr.
Governor of North Carolina

TASK FORCE ON MISSING CHILDREN

Secretary Heman R. Clark, Chairman
Department of Crime Control and Public Safety
Archdale Building
Raleigh, NC 27611
919/733-2126

Charles Dunn - Vice-Chairman
Executive Director
NC Textile Manufacturers Association
PO Box 31448
Raleigh, NC 27622
919/782-8416

Teresa Bloom
10013 Bushveld Lane
Raleigh, NC 27612
919/848-0885
919/833-3780

Gwyndolyn Blount
1224 Eastside Drive
Greensboro, NC 27406
919/272-3242

Richard C. "Pete" Brake
908 Churchill Drive
Gastonia, NC 28052
704/867-8988

Sheriff Philip H. Ellis
PO Box 219
Tarboro, NC 27886
919/823-5757

Ivan Hardesty, Jr.
Winn-Dixie Stores
PO Box 25511
Raleigh, NC 27611
919/833-1951

Larry Hesser
Chief of Police
Town Hall
PO Box 1670
Hendersonville, NC 28793
704/693-9597

Curtis Holloman
Route 3, Box 55-B
Ahoskie, NC 27910
919/398-5652

Gordon Joyner
Executive Secretary
NC State Association
of Rescue Squads
PO Box 1914
Goldsboro, NC 27530
919/736-0506

Dewitt McCarley
City Attorney
PO Box 7207
Greenville, NC 27834
919/752-4137, ext. 258

Henry E. McKoy
Deputy Secretary
Dept. of Administration
Raleigh, NC 27611
919/733-7232

Robert L. Pence
FBI
1120 First Union
National Bank Building
Charlotte, NC 28282
704/372-5484

Rev. Ernest R. Porter
PO Box 10955
Raleigh, NC. 27605
919/832-9560

Mebane Pritchett
Morehead Foundation
PO Box 348
Chapel Hill, NC 27514
919/962-1201

Joan Seifert
WBTV
One Julian Price Place
Charlotte, NC 28208
704/374-3833

Haywood Starling
SBI Director
3320 Old Garner Road
Raleigh, NC 27611
919/779-1400

Andrew A. Vanore, Jr.
Deputy Secretary
Justice Building
Raleigh, NC 27611
919/733-3377

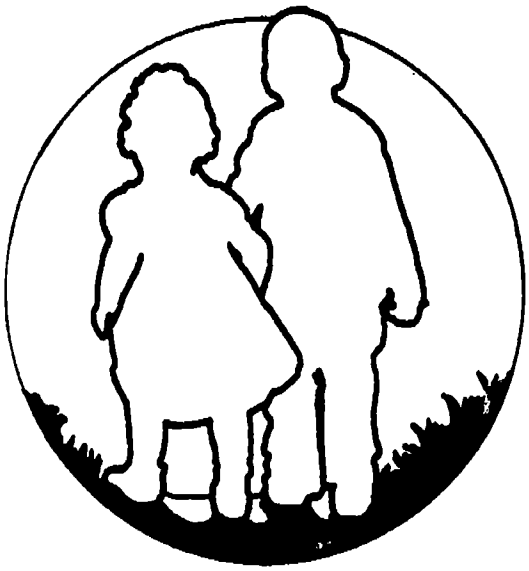
Rep. Tom C. Womble
7557 Tanglewood Court
Clemmons, NC 27012
919/766-5286

Bonnie Cramer
Assistant Director for
Program Administration,
Social Services
Department of Human Resources
919/733-3055

Jimmy Morrisey
P. O. Box 501
Raeford, NC 28376
919/875-3364

39-879 O - 85 - 24

LAW ENFORECEMENT RESPONSE



Governor's Task Force on Missing Children

Governor James B. Hunt, Jr.

October 1984

PROPOSED LAW ENFORCEMENT RESPONSE

FOR

MISSING CHILDREN

INTRODUCTION

A call involving a missing child is usually one that even the most experienced officer would rather not take. Usually, it is difficult to determine whether the call is about a small child who is lost from its parents, taken by a noncustodial parent, or taken by a deranged person. The caller is often upset and highly emotional. Regardless of the motive or reason, the most treasured of treasures is missing from the parents, and they want the child back. It should be understandable that this is a sensitive call and the officer must respond accordingly.

How they handle the call and the sensitivity they display for the parents can have a major impact on how the parents, friends, relatives, and neighbors interact with the law enforcement agency for many years to come.

Believing that most officers would find information of this type to be helpful, this suggested response has been put together in hopes that it will be of some benefit.

A. Responding to the Call

The officer should prepare himself mentally and emotionally to be confronted by extremely emotional parents. While the officer should display a strong, positive, sensitive, and professional demeanor, he must assume until it is known otherwise, that he is investigating a crime of greatest proportions.

B. Arrival at the Scene

1. The scene should be considered a crime scene until otherwise known. Therefore, it should be entered by the route least likely to disturb evidence. An officer should mentally note his route of travel as well as time and weather conditions for future reference.

2. Immediately determine the nature of the missing child call, i.e. lost-runaway-abduction by noncustodial parent or a criminal abduction. Note: Remember to determine if the child is in immediate danger. This will

affect your initial response greatly. Also, remember that what may appear initially to be one type of call, i.e. walkaway may later turn out to another type call, i.e. neglect or abduction for criminal intent.

3. If the call is criminal in nature the responding officer should immediately take steps to secure the crime scene and apply techniques associated with any other crime scene process with regard to evidence, witnesses, photographs, searches, etc. Remember: Communicate the information to other agencies immediately.

4. If the call is noncriminal in nature, the immediate concern has to be the safe return of the child to its parents or guardians. This usually involves a complete and detailed area search using volunteers, friends, neighbors, other police units, rescue squad, etc. Remember: Communicate all information immediately to other officials.

C. Conducting the Initial Investigation

1. Assign specific tasks to other officers so that an intelligent and directed investigation can be conducted.

2. Determine the officer in charge of the investigation to reduce confusion.

3. Obtain detailed and specific information
   a. Obtain recent photographs and fingerprints if possible.
   b. Establish movements prior to disappearance.
      1. Time last seen.
      2. Who with?
      3. What were they doing?
      4. Exact location.
      5. Any movement or statement relative to disappearance.
      6. Check the vicinity, and the neighborhood for possible witnesses. Obtain statements if appropriate.
   c. Examine the missing child's background, including the following:
      1. Relatives
      2. Friends
      3. Employment
      4. Possible criminal record or activities
      5. Finances
      6. Possible use of narcotics
      7. Physical and mental condition
      8. Appearance, habits, and behaviors which might have had sexual connotations
      9. Possible romantic involvements

4. Determine actions of missing child's family before incident.

1. You may be required to cover a period of days, weeks or months before the disappearance, depending on circumstances.

2. Pay attention to any unusual actions of the victim or the family, i.e. trips; absences from work, home; family arguments, etc.

5. Determine actions of the family after the incident. NOTE: When possible and appropriate, keep the parents informed and briefed as to what you are able to learn from your initial efforts.
THIS IS VERY IMPORTANT.

D. Practical Hints and Follow-up Suggestions

1. Consider reinterview of all parties concerned.
2. Be careful in questioning witnesses; they may turn out to be principals in the crime.
3. Do not divulge critical information carelessly to unauthorized persons or witnesses.
4. Go back to the scene and interview passers-by exactly seven days later at the time of the disappearance. They may have been witnesses.
5. Classification of the case, i.e. runaway, abduction, or lost shouldn't negatively affect your attitude toward the investigation.
6. Confer with your co-workers and experienced investigators about the case for their ideas and help.
7. Give constant attention to distribution of pertinent information to other law enforcement agencies and "helping" organizations. (See reference listing in Section III of report)
8. If necessary, seek out experts in other fields who can help. (i.e. psychic, astrologist, child psychologists, criminologists, etc.)
9. Confer frequently with parents. They need to know what is going on.

E. Writing the Report

Note: No investigation, regardless of how thoroughly and competently executed, is complete unless accurately recorded. It will serve many useful functions for future activities surrounding this specific case as well as others like it.

No matter what form or format is used, there are certain essential items of information that should be recorded.

1. AGENCY - Name of your law enforcement agency - Agency identifier.

2. CASE REPORT NUMBER - Case file number. This number will be entered from the complaint/dispatch card.

3. AGENCY IDENTIFIER NUMBER - This number is used by the FBI to identify all law enforcement agencies nationwide and by the Police Information Network.

4. NAME - Enter the complete name of the missing person or runaway and always give the last name first.

5. ALIAS(ES) OR NICKNAME(S) - List any aliases or nicknames that the missing person or runaway may have or be known to use.

6. ADDRESS - List the complete address of the missing person or runaway.

7. RACE - Indicate the race of the person using standard abbreviations when needed.

8. SEX - Indicate the sex of the person by using M for Male and F for Female.

9. AGE - Enter the age of the missing person or runaway.

10. DATE OF BIRTH - List the date of birth in this block.

11. HEIGHT - Indicate the height of the missing person or runaway in this block.

12. WEIGHT - List the person's weight in this block.

13. HAIR - Indicate the color of the person's hair using standard abbreviations.

14. EYES - Indicate the color of the person's eyes using standard abbreviations.

15. COMPLEXION - Indicate the person's complexion in this block (i.e. dark, fair, swarthy, olive, etc.)

16. SCARS - MARKS - LIMP, ETC. - Record any of these features in this block.

17. COMPLAINANT'S NAME (RELATIONSHIP)- List the name of the person filing the complaint with your agency and indicate their relationship to the missing person or runaway.

18. TIME AND DATE - Record the time and date that this complaint was made to their department.

19. ADDRESS - PHONE - Enter the complete address and telephone number of the person filing this complaint. Do not use post office box or general delivery.

20. BUILD - Indicate the person's build using standard abbreviations when necessary.

21. GLASSES - Enter YES or NO in this block.

22. OCCUPATION - Enter the occupation or types of interest held by the missing person or runaway.

23. SOCIAL SECURITY NUMBER - Record the missing person or runaway's Social Security Number.

24. MONEY CARRIED - Indicate the amount of money that the missing person or runaway may have on his person at the time of disappearance.

25. HAT - Use this block to indicate whether or not the missing person was wearing a hat, if so, identify the style.

26. SHIRT/BLOUSE - Strike out whichever word does not apply and enter the color or colors of the person's shirt or blouse.

27. TIE - Use this block to indicate whether or not the person was wearing a tie and the color of that tie.

28. COAT - Briefly describe any coat worn by the person including the color of that coat.

29. PANTS/DRESS/SKIRT - Strike out the words that do not apply and enter the color and/or type of the apparel.

30. SOCKS/HOSE - Strike out the word that does not apply and indicate the color or style of the person's socks or hose.

31. SHOES/BOOTS - Strike out the word that does not apply and enter the color and style of the person's footwear.

32. VEHICLES ASSOCIATED WITH INCIDENT - (1) victim, (2) complainant, and (3) suspect.

33. YEAR - Indicate the year of that vehicle.

34. MAKE - Indicate the make of that vehicle using standard abbreviations when necessary.

35. BODY TYPE - Indicate the body type or style of the vehicle when known.

36. COLOR - Indicate the color or colors of the vehicle.

37. LICENSE NUMBER/STATE - When known, enter the license number and state of registration for that vehicle.

38. IDENTIFYING MARKS, DENTS, ETC. - List all identifiable features of the vehicle in this space.

39. LOCATION LAST SEEN - Give the complete address or geographic location of the area where the missing person or runaway was last to be seen.

40. DAY - DATE AND TIME - Record the day, date and time that the missing person or runaway was last seen.

41. DESTINATION OR DIRECTION OF TRAVEL - If known, enter the person's destination or direction of travel in this space.

42. MODE OF TRAVEL - Indicate the person's mode of travel when known.

43. LAST SEEN BY - Enter the full name of the person last known to have seen the person.

44. ADDRESS - PHONE - Enter the full name of the person last known to have seen the person.

45. PHOTO ON FILE - Enter Yes or No as to whether or not a photograph of the missing person is on file with your agency.

46. FINGERPRINTS ON FILE - Indicate Yes or No as to whether or not a record of the missing person's fingerprints are on file with your agency, and if so, the fingerprint card file number may be entered in this block.

47. DENTIST - List the name of the missing person's dentist in this space.

48. ADDRESS - Indicate the full address of the dentist in this space.

49. NARRATIVE - Use the narrative portion of this form to describe all circumstances of the disappearance not indicated above and to list all additional information necessary including names and addresses of close friends, schools attended, etc.

50. PIN FILE NUMBER - Use this space to record the message number of any PIN message sent to other agencies by your department. Once a missing person's file has been reestablished in the PIN system, then you will be able to list the file number on the missing person's report in this block.

51. LIST OF EVIDENCE - List items seized, using consecutive numbers for each item - specify the following:

1. What?
2. Where seized?
3. From whom?
4. Where stored?

52. LIST OF WITNESSES - Will need a brief statement of what the testimony concerns, and the connection with the case, etc.

1. Attach witnesses' statement to the report.

LEGAL AREAS

Following are areas of law surrounding several categories of missing children which an officer may find helpful. These should not be considered all inclusive since a number of laws apply equally to adults and young people.

REMOVING A CHILD FROM THE STATE TO AVOID A CUSTODY ORDER--See G.S. 14-320.1.

It is a Class J Felony (imprisonment of up to 3 years and/or fine) to take or have a child under the age of 16 years taken from the State, or to keep a child under the age of 16 from the State to avoid a custody order.

REMOVING A CHILD FROM PARENT TO PLACE IN FOSTER HOME--See G.S. 14-320.

It is a misdemeanor (imprisonment up to 1 year and/or fine) to take or aid in taking a child less than six months old from a parent legally entitled to custody, for the purpose of placing the child in a foster home or institution or remove the child from the State for that purpose without the written consent of the county department of social services or a private child-placing agency. Consent is not necessary if the parent places the child with relatives or in a boarding home or institution inspected by Department of Human Resources and licensed by Social Services.

KIDNAPPING--See G.S. 14-39.

If any person confines, restrains, or removes from one place to another any person under the age of 16 without the consent of a parent for ransom or use as a hostage, holds in involuntary servitude, terrorizes or does bodily harm, or commits a felony, he is guilty of kidnapping.

ABDUCTING A CHILD OR INDUCING A CHILD TO LEAVE PARENTS, ETC.--See G. S. 14-41.

In addition to the kidnapping statute, it is a Class G Felony (imprisonment up to 15 years and/or fine) to abduct a child under the age of 14 years from, or induce it to leave, its parents, aunt, uncle, brother, elder sister, or school.

CONSPIRING TO ABDUCT A CHILD--(See G.S. 14-42).

It is also a Class G Felony for anyone to conspire to abduct a child from any person designated in G.S. 14-41.

ENTICING A CHILD TO LEAVE THE STATE FOR EMPLOYMENT--See G.S. 14-40.

It is also a misdemeanor (6 months imprisonment and/or fine) to entice a child under the age of 18 years to leave the State to obtain employment without the consent of the parent.

UNIFORM CHILD CUSTODY JURISDICTION ACT--See G.S. 50A-1, et seq.

Like almost all other states, North Carolina is a party to the Uniform Child Custody Jurisdiction Act. This statute is meant to and usually does permit interstate enforcement of custody orders. The federal Parental Kidnapping Prevention Act, 28 U.S.C. 1738A has the same effect. This was enacted to prevent jurisdictional conflict and competition over child custody and to deter parents from abducting children for the purpose of obtaining custody awards.

INTERSTATE COMPACT ON JUVENILES--See G.S. 7A-687, et seq.

The Interstate Compact on Juveniles, sets out procedures of detaining and returning runaway children.

NORTH CAROLINA JUVENILE CODE--See G.S. 7A-516, et sec.

The Code defines undisciplined juvenile as a juvenile under age sixteen who has run away from home, is also regularly disobedient to parents and beyond their disciplinary control, or regularly found in places unlawful for a juvenile to be.

CONTRIBUTING TO DELINQUENCY OF A MINOR--See G.S. 14-316.1.

It is a misdemeanor for anyone who is at least 16 years old to help a child under age 16 commit an act which would make him undisciplined, delinquent, neglected or abused.

PARENTAL CONTROL OF CHILDREN UNDER AGE 18--See G.S. 110-44.1, et seq.

This statute permits a parent to obtain a court order (1) requiring a child under age 18 to return home and (2) enjoining others from assisting him in leaving or staying away. Any child under age 18 is subject to the supervision and control of his parents.

FEDERAL PARENT LOCATOR SERVICE USE--See G.S. 110-139.1.

This statute allows courts, clerks, district attorneys, and U.S. attorneys to use the parent locator service to locate children for the purpose of enforcing custody laws or laws against the unlawful taking or restraint of a child.

NATIONAL ORGANIZATIONS OFFERING ASSISTANCE
WITH MISSING CHILDREN CASES

Bay Area Center for Victims
of Child Stealing
30 N. 10th Street
San Jose, California 95112
Georgia Hilgeman, Director
408-723-7804

Center for Missing Children
PO Box 10088
Rochester, NY 14610
Gary Hewitt, Director
716-473-2389

Children's Rights of Florida
PO Box 173
Pinellas Park, Florida 33565
Katheryn Rosenthal, Director
813-546-1593

Children's Rights of NY
19 Maple Street
Stonybrook, NC 11790
John Gill, Director
516-751-7840

Children's Rights of PA
PO Box 2764
Leheigh Valley, PA 18001
Phyllis Watts
215-437-2971

Dee Scofield Awareness Program
4418 Bay Court Avenue
Tampa, Florida 33611
Betty DiNova
813-839-5025

Hide & Seek Foundation,
West Coast
PO Box 315
Carlton, Oregon 97111
Linda Rivers, Director
503-843-3118

Child Keyppers of Florida
PO Box 6292
Lake Worth, Florida 33466
JoAnn Courrier, Director
305/586-6695

Oklahoma Parents Against
Child Stealing
PO Box 2112
Bartlesville, Oklahoma
74005
J. C. Kincaid, Director
918/534-1489

The Stolen Children
Information Exchange
PO Box 465
Anaheim, California 92805
714-526-4414

SEARCH - The National
Central Registry for
Missing and Runaway
Persons
560 Sylvan Avenue
Englewood Cliffs, NJ
07632
201-567-4040

Society for Young Victims
29 Thurston Avenue
New Port, RI 02840
June Vlasaty, Director
401-847-5083

Society for Young Victims
Mass. Chapter
5 Washington Street
Manchester, Mass. 01944
617-526-1080

Society for Young Victims
Mass. Chapter
119 Corey Street
Lowell, Mass. 01851
Dianne Delmore
617-453-7467

Louisville Exploited &
Missing Child Unit
400 South 6th Street, 3rd Flr.
Louisville, KY 40202
Leo Hobbs
502-581-5787

National Center on Child Abuse
and Neglect
Children's Bureau/Administration
for Children, Youth and Families
US Dept. of Health & Human Ser.
PO Box 1182
Washington, DC 20013

National Committee for the
Prevention of Child Abuse
Box 2866
Chicago, ILL 60690

The American Bar Assoc.
Legal Resources
Center for Child Advocacy
and Prevention
1800 M. Street, NW
Washington, DC 20036

Florida Dept. of Law Enf.
Missing Children
Information Clearinghouse
PO Box 1489
Tallahasse, FLA. 32302
904-488-5221

Parents Anonymous
Toll Free Number:
800/421-0353
In CALIF. 800/353-0386

Child Find, Inc.
PO Box 277
New Paltz, NY 12561
800/431-5005

National Center on Nat'l
Missing & Exploited
Children
PO Box 50180
Washington, D. C. 20004

THE NATIONAL NETWORK OF RUNAWAY & YOUTH SERVICES, INC.

-Region I: Vermont, Connecticut, Maine, New Hampshire, Rhode Island, Massachusetts
Youth In Crisis, 3030 Park Avenue, Bridgeport CT. 06604
John Cottrell.....(203) 374-9471

-Region II: New York, New Jersey, Puerto Rico, Virgin Islands
Runaway and Homeless Youth Advocacy Project, 444 W. 56th Street, New York, NY 10019
Stu Aaronson.....(212) 489-3588

-Region III: Delaware, District of Columbia, Maryland, Virginia, West Virginia, Pensylvania
Voyage House, 311 S. Juniper St. Suite 1000-10th Floor Philadelphia, PA 19107
Roberta Hacker .....(215) 545-0166

-Region IV: Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee
The Family Link, PO Box 40437, Memphis, TN 38104
Bill Myers .....(901) 725-6911

-Region V: Illinois, Indiana, Minnesota, Ohio, Wisconsin, Michigan
Walker's Point Youth & Family Center, 732 S. 21st St. Milwaukee, WI 53215
Richard Ward .....(414) 647-8200

-Region VI: Louisiana, New Mexico, Oklahoma, Arkansas, Texas
Youth Services for Oklahoma County, 1219 Classen, Oklahoma City, OK 73106
Sharon Wiggins.....(405) 235-7537

-Region VII: Iowa, Kansas, Missouri, Nebraska
Youth In Need, 529 Jefferson Street, St. Charles, MO 63301
Sue Schneider.....(314) 724-7171

-Region VIII: Colorado, Montana, North Dakota, South Dakota, Utah, Wyoming
Mt. Plains Youth Services Coalition, PO Box 1242, Pierre, SD 57501
Doug Herzog.....(605) 224-8696

-Region IX: Arizona, California, Hawaii, Nevada, Guam, Territorial Trusts
San Diego Youth & Community Services, 1214 28th St., San Deigo, CA 92102
Liz Goldsmith .....(206) 328-0902

-Region X: Alaska, Idaho, Oregon, Washington
The Shelter, 1545 12th Avenue, S. Seattle, WA 98144
Linda Reppond.....(206)328-0902

-At Large: Racial Minority Caucus
Project Contact, 315 East 10th St., NY 10009
Madelyn McDonald .....(212) 533-3570

-At Large Sexual Minorities
N.Y.C. Runaway Hotline, 2 Lafeyette St., New York, NY 10001
Marsha Day.....(212) 577-7770

-National Chairperson
Detroit Transit Alternatives, 2211 Woodward, Suite 1208, Detroit, MI 48204
Roy Jones.....(313) 869-4040

-Chief Executive Officer
National Network of Runaway and Youth Services, Inc., 905 6th St. SW, Suite 612, Washington, DC 20024
June Bucy.....(202) 488-0739

The National Center for MISSING & EXPLOITED Children

Each year hundreds of thousands of children disappear, while many return home safely, thousands are exposed to serious danger, exploitation and even death. The criminal and sexual exploitation of children is a growing epidemic confronting families, communities and the agencies of our criminal justice system.

THE NATIONAL CENTER for Missing and Exploited Children has been established to address these difficult issues and to assist families, citizen groups, law enforcement agencies, and governmental institutions in a new national effort to ensure the safety and protection of our children.

1835 K Street, N.W.
Suite 700
Washington, D.C. 20006
(202) 634-9821

From all indications, the case of a missing or exploited child is a national nightmare that strikes thousands of families each year. All estimates lead us to the inescapable conclusion that our children are at risk.

No one is certain of the exact magnitude of the problems of missing and exploited children. What we do know suggests increasing evidence of the real vulnerability of our children:

- at least 1,500,000 children are missing from their homes each year,
- apparently 1,000,000 of these children are voluntarily missing or labeled as "runaways" or "throwaways." This is an endangered group, the frequent victims of street crime or exploitation. Unfortunately, many end up as homicide victims,
- estimates of the number of children who are the victims of non-custodial parental kidnapping vary from 25,000 to 500,000. This, too, is an endangered group of children who are often exposed to emotional and physical abuse,
- between 20,000 to 50,000 children disappear each year and their cases remain unsolved by the end of the year. Included in this group are the victims of criminal abduction and foul play; small children stolen by individuals to raise as their own, or for sale; children who remain voluntarily missing for months; and the victims of accidental deaths,
- experts estimate that 1 in 4 female children and 1 in 10 male children will be molested or raped by the time they reach adulthood,
- pornography and prostitution of children are highly organized multi-million dollar industries,
- recent studies have shown that 85% of the children who have been criminally or sexually exploited were missing from their homes at the time of the act of exploitation,
- each year, at least 3,000 persons are buried unidentified, in "John" or "Jane Doe" graves; hundreds of these unfortunates are children.

Division on Missing Children

The Center's technical staff of former law enforcement professionals, who are experienced in the handling of missing child cases, will provide:

- Assistance to individuals, groups, agencies, state and local governments in locating and safely returning missing children.
- Coordination and support for action groups, private sector organizations, and agencies which are actively involved in missing children issues.

Additionally, in the near future, the CENTER will be able to provide to Every Searching Parent and Law Enforcement Agency:

- Technical Assistance Packets On:
  - —Effective Searching Techniques
  - —Action Plans for Parents
- The American Bar Association Non-Custodial Parental Abduction Packet setting guidelines for the most effective means of preventing and dealing with non-custodial parental abductions.
- A National Directory of available (non-profit) action citizen organizations.

And Most Important

By late summer the CENTER will provide a toll-free number for the use of individuals who believe they have information which could lead to the location and recovery of a missing child.

Division on Exploited Children

Former criminal justice system professionals, experienced in the successful investigation and prosecution of cases of sexually and criminally exploited children, will provide:

- Pro-active assistance to law enforcement agencies regarding techniques for the investigation of child molestation, pornography, prostitution and other forms of criminal exploitation.
- Training and assistance to the law enforcement community and the criminal justice system in dealing with child victims and their families
- Coordination of the exchange of information regarding child exploitation.
- Pro-active dissemination of information on the networking of the criminal exploitation of children.
- A clearer understanding of the impact of crimes against children and how to guide the child victim through the criminal justice system.

Additionally, in the near future the CENTER will provide Law Enforcement, Social Service Agencies, Action Groups and the Criminal Justice System with analysis of and guidance on existing state and federal statutes relating to the protection of children.

And for the first time, THE NATIONAL CENTER will collect specific sets of statistical data that were previously either nonexistant or fragmented.

Division on Education, Prevention, and Public Awareness

In the future, THE NATIONAL CENTER will provide:

- Prevention and education programs for parents, schools, action groups, agencies, communities, volunteer organizations, law enforcement, and local, state and federal institutions.
- Coordination among parents, missing children groups, and all media to distribute photos and descriptive data on missing children.
- Instruction packets which will aid communities in protecting children.
- A network of information exchange among school systems (public and private), school boards, parent-teacher associations, and community organizations regarding proven techniques for the implementation of education programs.
- An outreach program of public speaking and communication to alert families, communities, the criminal justice system, and concerned organizations to the nature and extent of child victimization and exploitation.
- Through structured education, a greater public awareness of the danger children may encounter in their everyday lives.
- The exchange of information and offer education and training for the medical and forensic communities.

And to Effect Permanent Change

The CENTER will provide a national clearinghouse of information on effective state and federal legislation directed at the protection of children and the reduction of child victimization.

National Conference

In the fall THE NATIONAL CENTER will sponsor and host the first National Conference on Missing and Exploited Children

This conference will bring together a vast number of highly motivated, experienced professionals who are familiar with the realities of the issue of missing and exploited children. These participants will share their expertise with parents, law enforcement personnel, school officials, community leaders and other child advocates, to address and deter the problem of missing and exploited children.

In conjunction with the National Conference, the CENTER will prepare a series of action guides and provide the forum for the exchange of information on the following topics:

- Stranger Abduction
- Non-custodial Parental Abductions
- Voluntarily Missing Children
- Searching Techniques for Missing Children
- Investigative Techniques for Cases of Missing or Exploited Children
- Interviewing Techniques for Victimized Children
- Children and Families in the Criminal Justice System
- Prevention and Education for the Home
- Prevention and Education for the Schools
- Community Safety Programs

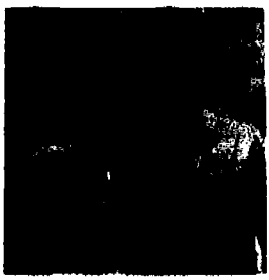
The Center is NOT

- A Law Enforcement Agency
- A Private Detective Agency
- An Adoption Search Agency
- A Legal Counseling Service
- A National Registry Service for Missing Children

39-879 O - 85 - 25

People weekly
AUGUST 1, 1983

Party



Dan Travanti buddied with Brooke Shields. This fall he'll star in a TV movie based on a child murder that inspired Find the Children.

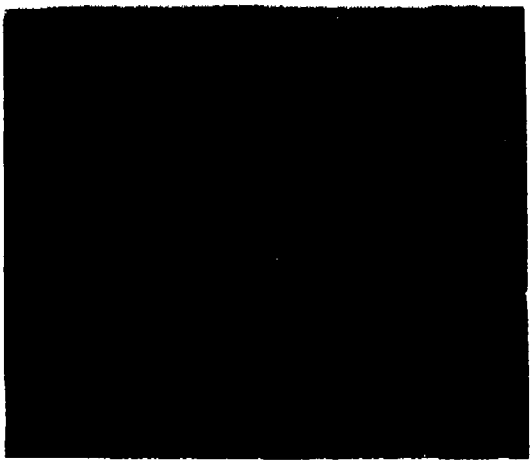
dage Tom *(Newhart)* Poston: "Any place that has free Popsicles and benefits children can't be a bad way to go."

Saturday Night Live's Joe Piscopo brought wife Nancy but wouldn't take son Joey, 4, to *Jaws 3-D*: "It might terrify him."

HOLLYWOOD TURNS KID FOR A DAY BUT THERE'S A SERIOUS REASON—TO FIGHT CHILDNAPPING

The street on 20th Century-Fox's backlot in L.A. seemed like kidstuff—balloons, roving clowns, ice cream, popcorn—but the purpose was all grown-up. The party and premiere of *Jaws 3-D* raised some $50,000 to benefit Find the Children, an antikidnapping and missing children organization. "It's so unfair that the government cares more about recovering cars than a human life," said Brooke Shields, 18. "They cannot enter a child's statistics into a computer, but they will a car." Added comedian Howie (*St. Elsewhere*) Mandel, 26, "This isn't a Hollywood fantasy. We can make a difference so that children will be safer in this world." ☐

Lindsay Wagner and husband Henry Kingi had three reasons to attend—their son, Dorian, 10 months, and Henry's kids, Deanna and Henry.



VIEW

Los Angeles Times

Wednesday, August 31, 1983 / Part V

MARY PRESTON / Los Angeles Times

Linda Otto with photos of missing children: "Children everywhere are afraid of being kidnaped."

Film Maker Takes Up the Cause

New Awareness of Missing Children

By ANN JAPENGA, *Times Staff Writer*

People who meet with producer Linda Otto in her office at Alan Landsburg Productions might assume the framed snapshot on her desk is of her own child. It's a boy captured in one of those perfect moments of summer as he's about to bite into a basketball-sized cloud of pink cotton candy.

Knows Names of Missing

The boy is Adam Walsh and he is not related to the 43-year-old producer. Walsh was abducted from a Sears' toy department in Hollywood, Fla., in 1981. His severed head was later found floating in a canal.

Otto knows the names of missing children as well as most parents know their own. She recites their stories for anyone who will listen.

Ryan Burton—stolen from her crib on a rainy night in Breckenridge, Tex., while the baby sitter dozed.

John Couch—they found his bicycle, found the newspaper he was delivering when he vanished in Des Moines, Iowa, but never found John.

Etan Patz—last seen 150 yards from his school bus stop in New York City. A movie called "Without a Trace" was made about Patz's abduction.

"People who see that movie are going to think children who are kidnaped get found," Otto said, referring to the fictional upbeat ending in the film. "In fact they're almost never found. They're never going to find Etan Patz.

"Who is looking for these children?" Otto asked. "No one's looking. Crimes against children are not taken seriously in this country just the way crimes against women are not taken seriously."

Nonprofit Organization

With support from Alan Landsburg and staff, Otto has formed a nonprofit organization called Find the Children. She's also making a movie about the story of one missing child and his family. Scheduled to air on NBC this fall, it's called "Adam" and it's the story of the boy with the cotton candy.

The U.S. Department of Health and Human Services reports 1.5-million children missing in the country each year. The majority of these are runaways. About 100,000 are abducted by non-custodial parents. A remaining 50,000 are the missing children that concern her, Otto said. Ransom is not the motive. Most of them are never found or they turn up dead, she added.

Two benefit screenings of "Jaws 3-D" have raised about $60,000 so far for Find the Children. The organization is offering a standing $2,500 reward for any information leading to the return of a missing child. Otto plans to provide financial backing for existing child-find organizations around the country, to lobby for stricter penalties for child molesters and kidnapers, and to educate parents nationwide about how to protect their children—for instance, the organization intends to install a computerized "abduction safety test" in a 21-store department store chain in Florida.

Otto had long intended to do a documentary on missing children, as when Alan Landsburg gave her the go-ahead a couple of years ago (the company had received a grant from Bristol-Meyers to produce such a segment), Otto said. "I thought I already knew a lot about missing children. I didn't."

LAPD Starts Immediately

Otto's researchers collected clippings about missing children from five newspapers. Rarely were any strenuous efforts being made to find the child, she said.

Since most children reported missing turn out to be runaways, local police usually don't begin searching for 72 hours. (Otto credits the LAPD for being one of the few departments that begin a child-hunt immediately.)

"When the Lindberg baby was kidnaped and the FBI got involved, all of us were led to believe kidnaping is a federal offense," Otto said. But until recently, she said, the FBI wouldn't become involved unless there was a ransom note or evidence of interstate transport.

Otto's film crew followed John Walsh, Adam Walsh's father, to Washington as he lobbied for legislation to establish a national system for tracing missing children. Called the Missing Children Act, the bill was objected to by some who argued, "Missing children are a local problem," Otto said. The FBI resisted because it didn't want data on hundreds of thousands of runaways and other missing children clogging up its computers, she added.

The act was passed in October, 1982, giving parents the right to enter data on their child with the FBI's National Crime Information Center.

Otto said since passage of the act, the FBI has become more willing to activate local field offices in missing children cases.

Small-Town Concept

Without the cooperation of the FBI, the fate of many children would remain a mystery, Otto said. "If Jenny Kao (kidnaped and murdered in a Pasadena shopping mall) had been taken out of the jurisdiction, some coroner in another city would have buried her in a Jane Doe grave," Otto said.

In the course of filming the documentary, which eventually aired as a segment on ABC's "20-20," Otto said she became increasingly determined to promote a new awareness of children. She advocates a return to a traditional small-town concept, in which children are the responsibility of everyone in the community. It should be commonly assumed that children need protection, and that the child you see crying in the supermarket could be in real trouble, Otto said.

Otto said schools should take more responsibility for keeping tabs on young children's whereabouts. "Other places are not like Beverly Hills where dad takes you to school in his Maserati," she said. A lot can happen between home and the bus stop. In the case of Etan Patz, Otto said, the school never notified his mother that he had failed to show up for class on the day he vanished.

The stories of Etan Patz and Adam Walsh are the stuff of parents' nightmares. Otto said most parents would rather not think about the possibility that their child could be among the ranks of this year's missing. They lock up their kids' fingerprints along with their birth certificates in the safe deposit box and hope that's enough insurance.

Otto herself was never abducted as a child, and she has no children of her own. Yet, this issue has involved her more than any other she has tackled as "the social conscience department" of Landsburg's production company.

"Maybe I thought as a kid I wasn't taken seriously enough about what I was afraid of," she explained. "Children all over the country are afraid of being kidnaped."

THE NEWS AND OBSERVER - TUES. OCT 11, 1983

Fighting to save children

The NBC-TV movie "Adam" has dramatized a major American problem: An estimated 50,000 of the 1.8 million children who will be reported missing this year will never be seen again by their families. This bleak commentary on life in the United States has one bright note. The fight of one victimized family to change things could spare many other families the grief it suffered.

Thanks to the crusade of Reve and John Walsh of Hollywood, Fla., who lost their 6-year-old son to a kidnapper in a department store two years ago, Congress last year adopted the Missing Children Act. This legislation provides more federal help to parents in extending the search for their abducted children across state lines.

The Walshes grew furious while seeking state and federal help in finding Adam. They found, as had many frantic parents before them, that state and federal agencies tried to keep a missing child's case confined to narrow local levels. An exception was made when a ransom note or other concrete proof of a kidnapping existed.

With understandable scorn, John Walsh told a congressional committee that the FBI had entered the search for a missing horse because of its monetary value, but without a ransom note. Nothing in the law required the agency to look for a child under similar circumstances.

By making appeals for public support on national talk shows and lobbying intensively in Washington, the Walshes turned their grief into constructive action. The Missing Children Act sets up systematic ways to provide information nationwide about lost or kidnapped youngsters. Their efforts also have changed the rigidity of FBI rules about involvement in child-abduction cases.

Many of the missing youngsters, especially those in their teens, are runaways. But authorities believe that most who disappear permanently are killed or victimized in other terrible ways.

"Adam" is an urgent appeal for more cooperative law enforcement on behalf of American families. But it also teaches parents and children that they must think about and protect themselves against situations that could add them to the list of victims.

Computer has its eye on kids

By RUBEN ROSARIO

A computerized system designed to educate parents on ways to safeguard their children from kidnapers and child molesters was launched yesterday at st res in Long Island and Staten . land with the help of "Hill Street Blues" TV star Daniel Travanti.

The system, called an Abduction Safety Test, uses a computer to quiz adults and children on safety questions, then provides the correct answer on a video screen. It was installed by Find the Children Inc., a nonprofit organization.

Travanti, Capt. Frank Furillo of "Hill Street Blues," demonstrated the Abduction Safety Test system for scores of shoppers at two Rockbottom drugstore outlets in Massapequa on Long Island and on Richmond Ave. in Staten Island.

IN A TV MOVIE next month, Travanti will play John Walsh, the father of a 6-year-old Florida boy who was abducted and murdered two years ago. "There are close to 1.8 million children reported missing each year, and 50,000 of them are never heard from again," he told shoppers.

DENNIS CAFFREY/DAILY NEWS

Boy takes safety test on computer as actor Daniel Travanti watches.

Some of the tips provided by the computer include teaching children as young as 2 years of age to memorize their home phone numbers and area codes, developing a secret password known only to the child and parent in case a stranger tries to lure them by pretending that they were sent by the parents, and informing school officials to contact parents if the child never reaches school.

Daily News, Monday, September 19, 1983

NEW YORK POST, TUESDAY, SEPTEMBER 20, 1983

LOST, STOLEN, SLAIN: 50,000 KIDS A YEAR

By LINDA STEVENS

DURING this hour alone, 205 children will be reported missing. The total comes to about 1.8 million each year.

Many are runaways and others are abducted by their parents. Many of these return or are found.

"But we lose about 50,000 kids each year forever," said Daniel J. Travanti, Emmy award-winning star of NBC's Hill Street Blues.

"Disappeared. Gone. It doesn't have to be."

Travanti was at a Rockbottom store on Staten Island Sunday, showing off a little computer that asks parents and children a few brief questions — about fingerprints and how to act around strangers.

More important, it gets them thinking about what would happen if the unthinkable occurred.

"It's little enough to be doing," said Travanti, appearing on behalf of an organization called Find the Children.

The little computer test, which will be taken around the country, is part of Find the Children's three-part campaign — to inform and motivate, to raise money for child-protective organizations, and to lobby for stronger legislation.

Post Photo by Hal Goldenberg

TV star Dan Travanti (left) and John Walsh view Find the Children display.

"Parents usually do worse than kids in the test. That makes my blood run cold," said John Walsh, whose son Adam was abducted in July 1981 and found murdered two weeks later.

That story — and the story of Walsh's fight for legislation to aid in the search for missing children — has become a TV movie called "Adam", starring Travanti and Jobeth Williams. It airs Oct. 10.

"I learned so much so fast, filming "Adam". Everyone who sees it is going to learn from it," said Travanti, who has no children but describes himself as "avuncular."

"They'll be shocked at the extent of the problem, and they'll know they can give just a little attention to every lone child out there without sacrificing any of their time or their money or their lives."

"Adam" producer, Linda Otto, founded and is president of Find the Children.

"I'm in this because all those kids out there are my children," she said. "I want to protect them because they're my future, the future of my country.

"It has to be done, simple as that," she said firmly, "and I want to do it."

"We've had this problem for a long time," said Travanti, "but it's only recently that we've been willing to face it and count the numbers — which are made up of individual children.

"And what those numbers say, louder than everything, is that we're all in this together."

oct 12, 1983 THE NATION'S NEWSPAPER VIA SATELLITE

USA TODAY

The aftermath of 'Adam'

Parents wait, hope and pray

By Sam Meddis
USA TODAY

For Noreen Gosch of West Des Moines, Iowa, Monday's TV film *Adam* was "like getting kicked in the belly."

A weeping Sandra Coleman of Surfside Beach, S.C., described the nationally televised two-hour movie as a "primer."

Both of the women are mothers of missing children whose photographs were shown on the NBC program.

Both are praying that among the thousands of calls flooding into missing-children agencies, some clue may emerge about their vanished sons.

The mothers said film producer Linda Otto has accomplished her goal — which Otto said was "To create a national awareness that America's children are not safe."

The movie was based on the true story of 6-year-old Adam Walsh, who disappeared on July 27, 1981, from a store in Hollywood, Fla. Adam's severed head was found two weeks later.

Coleman said the enormous publicity might help locate her son, Martyn Ryan Fairles.

Coleman, who said she has legal custody of the boy, says he was taken from his first-grade classroom by his father seven years ago.

It's a claim she can't prove unless she finds them — often a major problem in parental abduction cases.

She has used her ex-husband's relatives to try to find their whereabouts.

Martyn will be 12 this Friday. The film was "the best birthday present anybody could give," Coleman said.

Gosch said she wished "some kind of something-some" might develop from all the media attention. Her son, John, disappeared while delivering newspapers last year.

Watching the reluctance of law enforcement authorities to become involved in the televised Walsh case was "like getting kicked in the belly — it hurt deeply" because, she said, police and the FBI didn't do enough to help find her son.

Both Gosch and Coleman cited an important difference between them and the Walsh family. "The Walsh family went through a living hell," Gosch said, but "at least they now know what the result is. We just have an empty room."

There are an estimated 1.5 million missing children across the USA, said Jay Howell, an investigator with the Senate Committee on Labor and Human Resources.

While most are runaways, some 100,000 are victims of parental abductions. Between 20,000 and 50,000 missing children are not heard from for at least a year, Howell said.

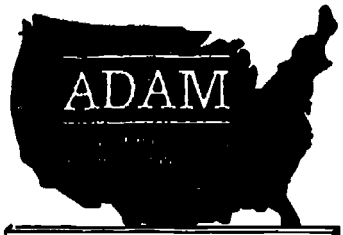
There are no firm figures on missing children — a reflection of society's past lack of concern about the problem, said Child Find Inc. spokeswoman Kristin Brown.

But one grim fact is undisputed. About 2,500 unidentified juveniles are found slain each year, says the U.S. Justice Department's Alfred S. Regnery.

The federal government is moving to help the families of missing children.

■ Researchers are planning a national missing-children tracking system using FBI computers linked to consoles of 52,000 law enforcement agencies. The system could begin within a year, Regnery said.

■ ACTION, the government's volunteer organization, is planning a nationwide program to help local authorities fingerprint children.



Calls poured in from across the USA responding to photos of missing children shown on TV following the movie *Adam*

Linda Leann Pollard, Oklahoma City, Okla.

Robert Joseph Fritz, Pond du Lac, Wis.

Reyleno Susan Hussey, Marion, La.

Nylson Kay Marshall, Olney, Mont.

Lisa Michelle Stack, San Antonio, Texas

John Gosch, Des Moines, Iowa

Becky Scott, Los Angeles, Calif.

Missing kids:

TV prompts flood of calls

By Sam Meddis and Jim Reisch
USA TODAY

Thousands of calls have poured into agencies that track missing children following a nationally televised movie Monday about a boy who was kidnapped and slain.

"It's been just phenomenal," said Kristin Brown of Child Find Inc., which received 100 to 150 phone calls an hour since *Adam* aired on NBC, which said the film was seen by 38 million.

The agencies were so inundated by the calls that they immediately began relaying reported sightings of missing children to parents and police across the USA.

At the end of the two-hour film, the photographs of 16 missing children were shown. In several cities, more than one caller reported seeing the same pictured child, Brown said. A child who saw a photo in TV Guide contacted family members and Monday night returned home.

At the Adam Walsh Child Resource Center in Fort Lauderdale, Fla., volunteers received about 3,000 phone calls. Child Find's phone number is 914-358-1845; outside New York state, 800-431-5005.

Milwaukee Journal

OCT. 20, 1983

TV's massive potential for good

Network television, with its millions of viewers, is in a unique position to help reunite more missing children with their families. That fantastic discovery was made in the aftermath of the NBC television movie "Adam."

The film about child abduction was followed by a montage of photographs of 55 missing children. One child saw her own picture and called her grandparents, who called Child Find Inc., the voluntary nationwide organization. Thus far, she and three others have been returned home. Network television has done what the FBI, local police and thousands of volunteers couldn't do without TV.

Is there some way that network TV could, on a regular basis, help locate more missing children and thus help relieve one of this nation's most vexing social problems? Probably so. And to its credit, NBC is exploring how to accomplish that. Several of the network's employes involved in the "Adam" project expressed deep personal satisfaction and feelings of accomplishment from knowing that they helped to return children to their tormented families.

Betty Hudson, NBC vice-president of corporate relations, points out that if a network were to distribute photos of missing children regularly, the voluntary organization Child Find would need more money, more trained volunteers and extra phone lines. Hudson also notes that 51 of the 55 missing children pictured in the NBC montage were white — primarily because many nonwhite missing children are from poor families that did not have photographs of an acceptable quality for showing on television.

If police, parents, school officials and others in Milwaukee, for example, want to make this a safer city for children, Hudson suggests, the community could consider (a) raising money so that school photos could be kept for each child, especially poor children who don't usually buy school pictures; (b) establishing a local missing-child hotline, and (c) sponsoring safety seminars for parents and children.

In our opinion, such a project would have significantly more potential than the massive effort to fingerprint children. Unfortunately, fingerprints are of value primarily in identifying bodies — whereas photos on national television are likely to be recognized by people who can assist in returning missing children, alive.

That more promising approach to reuniting America's missing children with their families deserves widespread support. Eventually, fear of having a child recognized on television could prove to be a useful deterrent to the horrible crime of child abduction.

U.S.NEWS & WORLD REPORT

The Tragedy of America's Missing Children

It happens in stores, near schools, even in the family home—youngsters stolen from those who love them.

Ann Gotlib, 12, a piano virtuoso and Russian emigré, vanished without a trace last summer from a shopping center near her Louisville home.

Ricky Barnett, 2, was last seen in August, 1982, playing near a chicken coop on a farm where his grandparents work outside Grangeville, Idaho.

Angela and Jodi Foust, ages 5 and 2, were in the care of a baby-sitter when two men forced their way into the children's Ohio home and abducted them.

These children are among an alarming number of youngsters reported missing each year—kidnapped by strangers or taken by parents in bitter custody disputes. Their plight has prompted new steps by police, self-help groups and government agencies.

Experts estimate that some 1.8 million children are missing for varying periods each year. About 90 percent run away for a few days and return home. But at least 100,000 are abducted by parents in custody fights, and 20,000 to 50,000 are snatched by strangers—most never to be seen again.

"We find more stolen cars and stray animals than missing children each year," remarks Michael Agopian, a California professor who has studied the problem.

Many of these children meet a tragic fate. Roughly 10 percent are sexually abused, says John Rabun, head of the Exploited and Missing Child Unit of the Louisville Department of Human Services. Adds Rabun: "Any missing child is at risk and in danger."

Says Omaha private investigator Dennis Whalen, who has worked on thousands of child-disappearance cases: "Children have become a product. Some people are willing to pay $20,000 for a child. Mostly, this is for illegal purposes—much of it for reasons of sex. Children as young as 5 or 6 are being used in pornography."

Culprits in these crimes even include child-care workers, teachers, police and social-service workers. "The credentials of these people aren't checked closely enough when they are hired," says Rabun. "I get tired of arresting my colleagues."

Many stolen youngsters never see their parents again. Even in cases in which a parent takes a child from a former spouse, the child is returned only 10 percent of the time.

Deadly toll. More tragic is the fate of those kidnapped by strangers. Citing research by a center named for his son, John Walsh of Fort Lauderdale estimates that 80 percent of such youngsters are murdered within two days of their disappearance. His 6-year-old son, Adam—subject of an NBC television movie on October 10—was killed in July, 1981, soon after being snatched from a department store.

Abducted children usually are under 12, but often are up to 17, especially when strangers kidnap them, authorities say. Victims range from the very poor to the upper class, come from every race and are just as likely to be taken in big cities as they are in small communities and rural areas.

Police and social-service workers say some locales are especially dangerous: Carnivals, fairs, shopping malls. Tots disappear from shopping carts at grocery stores or when separated from parents in the aisles.

Youngsters often are abducted from areas thought to be safe—walking to or from school, in neighborhood playgrounds, back yards or, as in one California case, a hospital delivery room.

In St. Paul, a 6-year-old disappeared after asking to go to the bathroom at church. Sarah Avon, also 6, vanished in 1981 from in front of her home in Joliet, Ill., where she had been playing with her sister and several friends.

Nyleen Marshall, who would have had her fifth birthday September 18, was reported missing in June of this year. She vanished from a mountain area while on an outing with her parents near their home in Clancy, Mont. Says her mother, Nancy: "Nyleen was trained about the woods and safety. I know she did not wander off."

In another case still being probed by the Federal Bureau of Investigation, 3-year-old Ryan Burton of Breckenridge, Tex., was snatched from her bed two years ago while a baby-sitter and older brother slept. Ryan's parents were away on an overnight trip.

No matter how a disappearance occurs, the impact on the family of a missing child is devastating. Nancy Marshall says Nyleen's 8-year-old sister has lost her best friend and still has trouble sleeping. Reve Walsh, mother of the murdered Adam, won't let her new daughter, Meghan, out of her sight. She repeatedly checks her crib at night.

The trauma surrounding a missing child can lead to tension and bickering in the family and sometimes to divorce. Other families grow closer because of their shared agony.

Some parents continue to display photographs of the child or leave the youngster's room undisturbed. Many would like to move away to put the painful memories behind but hesitate to do so because they want the child to be able to find them.

Lasting effects. For children who survive such abductions, the psychological wounds can take years to heal. A young man who was abducted at age 12 and sexually abused is still getting psychiatric help at age 22. A 3-year-old Colorado girl stolen and sexually assaulted gets psychiatric counseling three times a week. Her attacker is out on bond.

Children taken in custody disputes also can suffer. Although some are taken by loving parents disappointed at having to give them up, others are forced to live with parents who are spiteful or abusive, notes New York attorney Doris Jonas Freed.

Researcher Agopian found that children stolen in custody battles often are forced to live a fugitive lifestyle. Frequently, they are told lies—that the other parent does not care for them any more or, worse, that the parent has died. Even when they are found and returned to the parent with legal custody, they are likely to be distrustful, suffer from nightmares and have difficulty mixing with other boys and girls.

Whether children are taken by parents or strangers, finding them can be an arduous process. Parents normally turn first to local police, who sometimes delay their search—especially for teens—figuring the children are runaways.

Typical was Cinde Pallett, 13, who disappeared while at the Oklahoma State Fair in September, 1981. Despite initial doubts by police, her mother insists that her daughter did not run away. "Cinde was a good student who had a lot to look forward to," says Norma Pallett.

Parents and officials agree that more is being done now to solve the problem. The year-old federal Missing Children's Act requires the FBI to list missing children in a national computer, accessible to most police departments.

Following Senate hearings earlier this year, the Justice Department stepped up [illegible], and the White House set up a [illegible] force.

Several communities have started programs urging parents to fingerprint children as an aid to police, should a youngster ever be missing. Critics of this practice, citing privacy considerations, argue that parents, rather than police, should keep these records.

Police also are beginning to address the problem of abductions by parents at a faster rate than they did in the past. In addition, states are cooperating more in honoring each other's child-custody orders.

Florida has become a leader in enacting a model law that, among other things, establishes a computer bank listing missing children, provides posters of youngsters and offers a toll-free number for those providing information.

Many efforts to find missing children are spearheaded by parents. After his daughter, Nyleen, disappeared, Kim Marshall founded a nonprofit group to train search-and-rescue dog teams. Says Kim: "If we can spare one family the anguish we have, it will be worth it."

Perhaps the best-known group seeking missing children is Child Find, founded by Gloria Yerkovich in New Paltz, N.Y. For a small fee, Child Find serves as a central registry for pictures and information about missing children. Missing youngsters or people with leads on them are encouraged to call Child Find's toll-free number, (800) 431-5005. Posters of the children are sent to police departments. The group lists some 2,000 children.

Encouraging results. Authorities say publicity is a key factor both in locating lost children and in making the public aware of the seriousness of the problem. When NBC aired the "Adam" film, the Florida center named after him was flooded with 6,000 calls in the first three days from people pledging more than $60,000. A missing Arkansas teenager called Child Find with a self-identification after seeing her picture in an article related to the TV movie. Also reunited with his mother was Justin Clark, 3, reported missing a year ago.

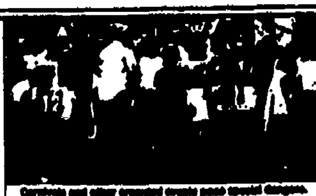
This response proves to Child Find's Yerkovich that, with greater awareness, the public can do far more about the problem. "There are people who know where these children are," she says, "but they have to come forward and give us, with full confidentiality, the information they have." ☐

By JEANNYE THORNTON

In the Long List of Lost Youngsters—

Sarah Avon · Nyleen Marshall · Cinde Pallett · Ricky Barnett · Ann Gotlib

An NBC movie on missing children helped reunite Justin Clark with his mother.



Carnivals and other crowded events pose special dangers.

Ways to Protect Your Children

Experts say it is far easier to prevent a child from being taken than to find missing youngsters. Their advice to parents:

- Never leave a small child alone in a grocery cart or car—even for a minute.
- Be sure your child's day-care center or school will not release the youngster to anyone but you or someone you designate.
- Warn children never to go anywhere with anyone—even a friend—without your permission.
- Have the child tell you when any adult asks him or her to keep a "secret," asks too many questions or wants to give a gift.
- Teach children to call out or to flee from anyone who bothers them.
- Warn youngsters not to let anyone know they are home alone.
- Teach a young child his or her full name, address and phone number. Show how to place a long-distance call.
- Know your child's blood type and have on hand a set of the child's fingerprints, current photograph, dental records and hair sample.

U.S.NEWS & WORLD REPORT

SLICE OF LIFE

"I Think Somebody Has My Child"

SHORT OF DEATH ITSELF, what could be more shocking to a family than having to report a child missing? Yet it happens—to tens of thousands of parents every year.

That painful experience is especially sharp for Ruth Mort, 35. Told by doctors that she couldn't have children, she finally gave birth to a son, Russell, only to lose him on May 4, 1982, when the 2-year-old vanished from the back yard of her mobile home. Below, she tells of the anguish she shares with her husband Robert—and how they keep hope alive.

NIAGARA FALLS, N.Y.

It started as a normal Wednesday. My husband had gone off to work, and little Russell went outside to play, as he often did, in the sandbox of our fenced-in back yard.

He hadn't been gone more than 5 minutes when I went out to check on him. My heart stopped. He was gone! The toys he had taken out were right at the edge of the sand pile. Nothing had been disturbed or played with.

Fear hit me immediately because of the hazardous Niagara River about 150 yards from the rear of our home. But Russell was too tiny to climb the fence, and I don't even think he realized the river was there since other homes blocked his view. Still, I raced down to the riverbank. No sight of him.

I ran back to search among the other trailers in our project. No one had seen Russell. Within minutes, 30 people were roaming the area frantically calling for him.

I notified the sheriff's department, and my sister-in-law called my husband at work. Russell had been gone less than an hour.

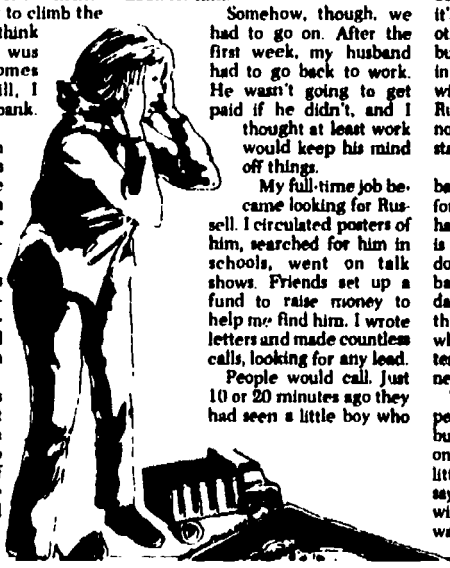
Dashed hopes. It was the beginning of what for us has become a nightmare that has no end—a year and a half in which our hopes have been raised and dashed again and again.

Needless to say, we were—and are—obsessed with finding our boy. In the first few days, we had to sit back and let others handle the search because bloodhounds were brought in, and our participation would throw off the scent.

Soon, more than 500 people were looking for Russell—in the fields, under the mobile homes, in utility shacks, in every hole and trash can. They tipped over things you wouldn't think a little boy could get under.

The police dragged the river but it yielded nothing. Not then, and not in the months since. But they refused to go into the homes in our development. They told us that would take dozens of search warrants. Yet I couldn't help thinking, "Someone has him in their trailer."

"Find our boy." My anger and frustration grew because of something else: The police were investigating us. I know now that this is routine because of fears of child abuse, but it was upsetting to have them questioning relatives and friends. We wanted to shout: "We didn't do anything. Just find our boy. Look for him."



Somehow, though, we had to go on. After the first week, my husband had to go back to work. He wasn't going to get paid if he didn't, and I thought at least work would keep his mind off things.

My full-time job became looking for Russell. I circulated posters of him, searched for him in schools, went on talk shows. Friends set up a fund to raise money to help me find him. I wrote letters and made countless calls, looking for any lead.

People would call. Just 10 or 20 minutes ago they had seen a little boy who looked just like Russell—tiny, blond hair, big brown eyes. He was boarding a bus with a lady in Niagara Falls 4 miles away. Or they saw him at a shopping mall in Buffalo 10 miles away.

My mother-in-law and I would jump in her car and drive wherever this or that sighting was, hoping that "this is the one this time."

Frustrating events. At least six times, we've thought we were getting close. One lady told police of seeing a boy who looked like Russell with a couple in a white Corvette. "Look what we have here," they told her. But the Corvette was never found.

I became suspicious of friends and other people who had admired Russell. I wondered if people who had already raised their kids had taken him for their own or given him to their children. I'd see total strangers on the street and if they smiled at me, I wondered: "Does he or she know something?" I wondered about kindly strangers who were being too nice to me or who called too often wanting to offer help.

Our hearts still jump each time there is a piece of mail, a knock on the door or the telephone rings. With each disappointment, I cry or pray or start smoking again—pack after pack.

I don't know how our marriage has survived it all. We were told at the start to seek counseling, and we have been visited by a minister. Mainly, it's been Robert and I helping each other. I feared he would blame me, but he hasn't and has encouraged me in all my efforts. Still, he has become withdrawn and refuses to talk about Russell with anyone but me. It's as if no one else could possibly understand what we are going through.

I'm told there's a black market for babies—that healthy white males go for $30,000 or more. If someone does have Russell, our only hope is that it is someone who loves him, but that doesn't stop us from wanting him back. Not even the birth of our daughter in September has changed that. Not knowing where he is, whether he is alive or dead, leaves a terrible hollowness inside that will never be filled.

We've been told we only have a 10 percent chance of finding our child, but I'd be looking if they said it was only 1 percent. Russell, now 4, is a little boy who would come up and say, "I love you, Daddy." Nobody will ever be able to say that just the way he did. We want to hear it again.

THE NEWS AND OBSERVER
Raleigh, North Carolina
Friday, October 28, 1983
(Page 9A)

Slain boy's father backs bill for help in finding children

WASHINGTON (UPI) — The father of Adam Walsh, a 6-year-old who was kidnapped and killed, joined lawmakers Thursday in urging federal help to find the estimated 1.8 million American children who disappear each year.

Sens. Arlen Sp er, R-Pa., and Paula Hawkins, R-Fla., introduced enate bill that would establish a national toll-free telephone number for reporting information on missing children and a national clearinghouse for coordinating efforts to find them.

An identical House bill was proposed by Reps. Paul Simon, D-Ill., and Michael Andrews, D-Texas.

Despite what the senators called foot-dragging in the House, Congress last year passed a bill creating a national register of missing children and another of the unidentified dead.

Sponsors said the new bill would provide $10 million a year for the hot line and the national center to help state and local agencies and individuals search for missing youngsters.

Adam's father, John Walsh, accompanied the Senate sponsors to a news conference, where he was praised as an effective lobbyist in winning the attention of Congress and the public to the problem of missing children.

Walsh's agonizing experience and his crusade for government action was the subject of a recent television movie.

Adam was abducted from a shopping mall in Hollywood, Fla., two years ago, and his head was found weeks later. His body has never been recovered. A 36-year-old drifter confessed last week that he killed Adam.

Hollywood Police Chief Sam Martin said Thursday that it would be difficult to make a case against Ottis Elwood Toole, 36, if the boy's remains could not be found.

United Press International

John Walsh with Sen. Paula Hawkins Thursday

Toole took authorities to an area where he said he had buried the body. A search of the swampy area resumed Thursday.

Walsh said it took 16 months to get the earlier bill through Congress and said the fact it was not passed years ago was "a national disgrace."

Asked whether the legislation could have saved his child's life, Walsh said "it might have made a great difference" by leading to special programs designed to make children more wary of strangers.

"I told Adam not to take candy from a stranger," he said, adding that this was not enough because those who prey on children are "more sophisticated" now. "Child molesters don't offer candy anymore," he said.

Also appearing at the news conference was Linda Otto, the producer of the television drama "Adam." Ms. Otto said the drama, broadcast Oct. 10, ended with pictures of 50 missing children and resulted in the return of eight children "to people who thought they would never see them again."

THE NEWS AND OBSERVER - SAT OCT 29, 1983

Information base on serial murders to be organized

WASHINGTON (UPI) — As part of an effort to track down missing children and adults, federal authorities said Wednesday that they plan a program to develop profiles of serial murderers and coordinate information on their crimes.

Although there is no money for the program, officials say they hope to identify slaying patterns and pool the data through the Violent Criminal Apprehension Program being set up by the FBI.

"It's like trying to identify and solve a new disease," said James Stewart, head of the Justice Department's National Institute of Justice.

Officials said that they think many missing children are victims of serial murderers — killers who travel, often picking victims one at a time based on a common trait. About 35 serial murderers are operating in the United States, officials said.

"When a serial murderer strikes today and roams about, law enforcement (officers in different communities) have no way of communicating with each other," said Pierce Brooks, a homicide investigator working with the Justice Department.

The FBI's program will use data from various agencies to compare unsolved slayings and link similar methods of operation.

Drifter left trail of death in journey through Sun Belt

Continued from page 1A

graves.

"I will finish giving back the dead that I have taken," Lucas said of his disclosures in another courtroom appearance.

Many officials think Lucas committed more murders than are attributed to any other person in American history — more than John Wayne Gacy (33), Theodore Bundy (33) and Juan Corona (25) combined, more, perhaps, than Gilles de Rais, the 15th-century French nobleman who confessed to torturing and murdering 140 children.

"I believe Lucas is good for everything he said he did," Harris County (Texas) Sheriff's Department Lt. Grace Patricia Ozmer said. She thinks Lucas killed 10 people in Harris County alone.

Sometimes accompanied by Otis Toole, 36, his Jacksonsville, Fla., friend and homosexual lover, Lucas, by his accounts, roamed highways, randomly selecting female and occasionally male victims to satisfy his necrophilia.

His acts apparently were masked by their randomness and by the rootless anonymity of many of his victims, who, he said, included a large number of female hitchhikers on interstate highways.

Although most of his victims were stabbed and dismembered, some were shot. Although most were female, a few were male. Although most bodies were found naked and violated, others were clothed and untouched except for the fatal wound. They were of no consistent age, race, height or weight.

In the warped morality of a sociopathic killer, Lucas told officers that he would never take jewelry or money off the bodies of his victims. "God doesn't like you to steal," he told one investigator.

ously when he led them to the bodies of some of the victims or provided details that could not have been known by anyone but the killer. More detail and more murders were disclosed when authorities began to interview Toole in the Florida prison where he is serving time for arson.

On Oct. 22, Hollywood, Fla., police Chief Sam Martin said that he thought Toole, who has cooperated with police there, was responsible for the 1981 murder of 6-year-old Adam Walsh. The kidnapping-murder led to the Missing Children's Act, approved by Congress last year, and a recent network television film, "Adam."

Lucas, now so willing to talk that he became angry when his official audience tired or became sickened by the horror of the confessions, had never mentioned Toole. Now, according to Dallas psychiatrist E. Clay Griffiths, "Lucas is mad that Toole is claiming to have taken part in some of the murders."

Lucas wants all the credit himself.

So far, Lucas and Toole claim to have killed 165 people, although the pair is officially charged only in the murders of 18 people in Florida, Louisiana and Texas.

But most believe this to be just the beginning of a list that could keep the two killers in court for years.

Recently, 80 police officers from 19 states assembled in Monroe, La., to compare notes on the carnage of Lucas and his sometime cohort.

At the end of the extraordinary three-day meeting, the officials concluded that they had 33 "very good cases" against the pair. Another 69 cases showed confirmed links by time and place, according to information provided by Lucas.

But even those numbers, compared to their claims, may be low. Neither man, for example, has been charged with murder in California, where they are known to have roamed extensively.

Drifter's journey left trail of death

L.A. Times-Washington Post News Service

RINGGOLD, Texas — Kate Pearl Rich reared eight girls and one boy in this shriveled former railroad and cotton center near the Oklahoma border. She took in laundry, cleaned houses and babysat for neighbor children.

Every day, she traded at the grocery of Vernon and Stella Ezzell. Every night, she gossiped on the phone with Roxie Boyd.

She was part of the meticulous routine of a small town. Then she died on a September evening in 1982. A drifter named Henry Lee Lucas took the 80-year-old woman in his car, stabbed her to death and hid her body in a culvert. Part of the routine of a small town ended.

"She was missed the very next day," Stella Ezzell said. Word of her disappearance coursed the red-dirt roads and mesquite savannahs of Montague County.

Lucas says he killed more than 150 women in the same way he killed Mrs. Rich. Lucas, 47, the 13th child of a prostitute mother and an alcoholic father, is a man who, quite literally, loved death. He murdered his mother in 1960.

He said that he murdered two women the same day he was released from a Michigan prison in 1975. He had only a vague idea that what he did was wrong.

"I know it ain't normal for a person to go out and kill a girl just to have sex with her," he said in court.

In vivid descriptions to police officers, he detailed a serpentine path of unprecedented, horribly violent murder stretching from Florida to California. When they doubted him, he led them to shallow

See DRIFTER, page 13A

THE NEWS AND OBSERVER - SUNDAY, OCTOBER 30, 1983

Yet, some of the victims were robbed of their possessions. Lucas and Toole, a convicted arsonist with a sexual preoccupation with fire, apparently had no other way to pay for their gasoline and beer, except by selling aluminum cans and scrap they found on roadsides.

Aimlessly, casually, like a pinball, Lucas caromed along Sun Belt corridors, leaving few clues, no hope and no reason why. One of his confirmed victims, Susan Minnick, 17, of Houston, was plucked from the rest room of a public park after she strayed from a party with a small group of friends.

Lucas remembered the murder only after he was driven past the park by Lt. Ozmer. But the details he provided fit the facts of the crime, which, until Lucas was charged, had gone unsolved for four years.

Even Lucas seemed surprised by the freedom of his movements.

Many times, he told Texas Ranger Phil Ryan, he was sure he would be stopped: "He told me he was lucky. He said he was seen. He said he has almost been caught several times."

Once, he told Ryan, he had the body of a victim propped next to him in the front seat of his car while a highway patrol officer tailed him for a few miles. Once, he said, he drove through a high-way toll booth with another victim fixed the same way.

It was only when he came to Montague County that Lucas came into focus long enough to be noticed. Lucas moved to Ringgold in May, 1982 with his common-law wife, Frieda Powell, 15, a mentally retarded girl he called "Becky." She was Toole's niece.

For a short time, they worked for Mrs. Rich. She liked Lucas. She liked nearly everybody. Then Kate Rich disappeared. Someone mentioned that Lucas had disappeared the same day and somehow, in the Gothic way that things come together in the rural South, the pieces seemed to fit.

Without other evidence, the sheriff arrested Lucas on a gun charge. After several days alone in a jail cell, Lucas sent a note out with a deputy. "I have done something terrible and I want to talk to the sheriff," the note said.

Once he began confessing, he could not stop. In a matter-of-fact way that Montague County deputy Jesse Ramos describes as "you and the talking about a ballgame," he confessed to murdering Becky Powell. He led Ramos to the graveyards. And he confessed to dozens of other murders in dozens of other cities.

Finally, the horrible secret of Henry Lee Lucas was out. It became public during his arraignment for Mrs. Rich's murder, when he was questioned by Texas District Judge Frank J. Douthitt and mentioned the number of women he claims as victims.

Judge: "Have you ever been to a psychiatrist or sought psychiatric evaluation?"

Lucas: "I have sought it and been to state hospitals and all, but they don't want to do nothing for me."

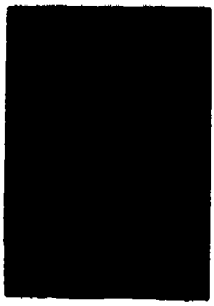
Judge: "How many state hospitals have you been to?"

Lucas: "Well, I have been to the Texas State Hospital for the Criminally Insane in Michigan. I have been to a mental hospital in Princeton, West Virginia, and they tell them my problems, and they don't want to do nothing about it, but there is 100, oh, about 100 women out there that says different."

Law officers, initially skeptical, begin to take Lucas' claims seri-

THE NEWS AND OBSERVER - MONDAY, OCT 31, 1983

Parents agonize over lost children



Teresa Puryear

By BILL KRUEGER
Staff Writer

Faye D. Puryear spends a lot of lonely nights in her car these days.

She may be staking out a Fuquay-Varina video arcade, roaming the roads of Angier or traveling to a country-western bar in Wake Forest.

She also cries herself to sleep a lot.

Mrs. Puryear is searching for her 15-year-old daughter, Teresa, who has been missing since Sept. 16. Mrs. Puryear has been frustrated in her efforts.

"I just want her to call home and tell me she's OK," Mrs. Puryear, who is divorced, said last week in an interview at her West Raleigh home. Wiping the tears from her cheeks, she said: "If she knew how worried I was, she'd come back. I believe that. I love her."

Teresa is one of 1.5 million children across the country who are reported missing each year. Of those, about 150,000 are thought to have been abducted. The rest are runaways, most of whom eventually turn up.

Figures in North Carolina are harder to come by because no central agency keeps track of missing children. But officials estimate that 1,500 to 2,500 children are reported missing each year. No one is even willing to guess how many are not found.

"My guess is that there are a lot of disappearances that nobody is keeping track of," L.D. Hyde, assistant secretary of the N.C. Department of Crime Control and Public Safety, said last week in an interview.

The problem of missing children has received increased attention recently because of a television movie, 'Adam,' that dramatized the true story of a Hollywood, Fla., couple whose 6-year-old son disappeared and later was found slain.

A prison inmate confessed to the crime last week, saying it was one of several killings for which he was responsible. The boy's parents led a campaign that brought changes in federal law last year al-

See PARENTS, page 4A

Continued from page 1A

lowing the FBI to provide more help in missing-children cases.

An organization in North Carolina that has taken an interest in such children, along with other issues involving juveniles, is Child Watch Inc. Charles J. Dunn, president of Child Watch and a former director of the State Bureau of Investigation, said last week in a telephone interview that the problem in North Carolina probably was not as bad as in other parts of the country.

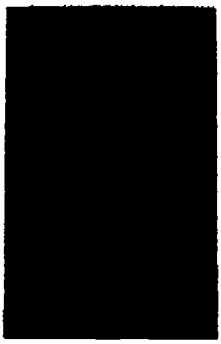
"I would say we're probably in a better overall situation than most of the nation," Dunn said. "But certainly we have our share of missing children. We're not sure how many, but I expect it would shock us."

Law enforcement officials said in interviews that the state had been lucky in the low number of child abductions it had experienced.

"It's not been a problem in North Carolina," said Charles S. Richards of the FBI in a telephone interview from Charlotte. "That's not to say there haven't been isolated incidents. We haven't had a dramatic problem, to my knowledge."

Although there are no annual totals tabulated for missing children in North Carolina, the Police Information Network, a clearinghouse for law enforcement agencies, reports how many children are missing at a certain time.

On Thursday, 98 juveniles were missing in the state, the network said. Most probably were runaways, said Director Bill C. Corley, but he said three youths aged 12 or under were thought to have been abducted.



Charles J. Dunn

A spot check of police departments across the state found that most do not distinguish between missing juveniles (age 18 or under) and adults. But officials estimated that 80 percent of the cases were juveniles and more than 95 percent of those probably were runaways.

"The majority would be what I call overnighters," said Raleigh Detective Sgt. R K. Carroll. "They are either back home in 24 hours or have made contact with their parents."

Raleigh police think Teresa Puryear is a runaway, and while her mother doesn't dismiss the possibility, she is not convinced.

"I don't know if she ran away," she said. "Teresa would get mad, but her anger never ran long. She has never run away before."

Mrs. Puryear said she understood that her daughter's case was only one of many that police must investigate, but she is not satisfied with the department's handling of it.

"I went to see Chief (Frederick K.) Heineman and could not see him," she said. "I went to the SBI. They told me that they could not get involved unless the police requested help."

Raleigh Detective Lt. B.W. Peoples said his department treated most missing children cases as if there were foul play involved.

"We treat a missing kid as a high-priority case," he said. "We follow up on a case just as if there was something wrong. We do a lot of interviews and neighborhood canvassing if it's necessary, and it usually is necessary."

In the Puryear case, he said, "we've been to numerous places in the city and county to try to locate the child. We have talked to several other agencies in an attempt to find her."

Carroll, who until recently ran the department's juvenile unit, said: "I've had those types of cases where the parents felt there was something wrong and said their child would not take off and run, but nothing in the investigation indicated foul play. But I've been fooled. All you can do is go on face value."

Harold E. Elliott, deputy director of the SBI, said his agency did not get involved unless it was asked.

THE NEWS AND OBSERVER - MONDAY, Oct 31, 1983

"That's a ballpark we don't play in too often," he said. "On any missing-person case, we don't have jurisdiction. We only get involved when there's a reason to believe foul play's involved. And then only if the local agency requests our assistance."

Richards said the FBI took a similar stance.

Advocates for children say parents often encounter confusion and frustratic in dealing with law enforcement agencies, particularly if the child is less than 12 years old.

"In some places, there is a problem where it's still looked at as a domestic problem," said Alice M. Byrne, a private detective in New York City and a director of Child Find, a national advocacy group. "There are still a lot of parents that are having to fight to get help.

"When the Justice Department was approached (about placing information on missing children in the national crime computer), they said we can't do this because it would bog down the computer because it was so big.

"I said, 'If it's so big, shouldn't we do something about it?'" Mrs. Byrne said in a telephone interview.

Dunn said he thought law enforcement agencies in North Carolina did an adequate job of dealing with missing children. "I guess the situation could be improved, but it's much more than a law enforcement problem," he said.

Most officials argued that before police could get a better handle on the problem, major changes were needed in the information-gathering process.

The first steps were taken last year when Congress passed the Missing Children's Act. The law gave the FBI greater authority to participate in the cases and allowed the agency to place descriptions of missing children in its national crime computer.

Another important development has been the growth of programs to fingerprint children in case they ever disappear. The prints can then be placed in the FBI computer and distributed throughout the country.

One such program, Ident-A-Child, was started in Raleigh in March by Winn-Dixie. Robert D. Emerson, security manager for the chain's Raleigh division, said more than 300,000 children in 14 states had been fingerprinted.

Hyde said that until information on missing children was consolidated, it was doubtful a considerable dent could be made in the problem.

A major advantage of a central information agency, he said, would be the increased possibility of detecting "serial" kidnappers, people who abduct children in several locations. Without a statewide information system, it is too easy for similar cases to slip by, he said.

"Let's say there was a kidnapping in Orange County, one in Durham and one in Wake County," Hyde said. "As it is now, they might never be linked. My guess is that if there was some system there might be some similarities found.

"I believe there's a demonstrated need for somebody to keep up with records on the statewide level. Somebody ought to be doing it. But I'm not sure if law enforcement is the logical choice. Everyone leans on them."

Some effort is being made at the state level to set up such a source. Henry E. McKoy, deputy secretary of the Department of Administration, said he expected the Governor's Advocacy Council on Children and Youth to propose a task force that would develop a policy on missing persons.

The policy might include creating an information-collecting agency and starting a media campaign to educate parents to the dangers of kidnapping, McKoy said.

But it's hard to explain all that to Mrs. Puryear. She spoke of her frustration while sitting in a room surrounded by pictures of her six children.

"I've gained 25 pounds since Teresa left," she said. "Nerves. I cry a lot. I haven't been sitting still. I've been looking for her. I know Teresa's got to be out there somewhere. Even though it may just be a wild goose chase, it makes me feel better.

"You never think it can hit home, but it can."

THE NEWS AND OBSERVER - TUES. NOV 1, 1983

Andrews seeks aid for finding missing youths

Rep. Ike F. Andrews, D-N.C., is co-sponsoring legislation to be introduced today in the House for federal help in locating missing children.

The legislation would authorize the Justice Department to spend $10 million a year for a national hotline telephone number for reporting information about missing children, set up a clearing house to disseminate the information and award grants to local governments that try to deal with the problem.

Andrews is co-sponsoring the legislation with Rep. Paul Simon, D-Ill. In a story in The News and Observer, United Press International incorrectly reported last week that Rep. Michael A. Andrews, D-Texas, was co-sponsoring the legislation.

The House bill to be introduced is a companion bill to legislation introduced in the Senate last week by Sens. Arlen Specter, R-Pa., and Paula Hawkins, R-Fla.

Andrews is chairman of the House Human Resources subcommittee of the House Education and Labor Committee, which will have jurisdiction over the bill. Gordon A. Raley, staff director for the subcommittee, said Specter asked Andrews to co-sponsor the legislation with Simon.

Newsday
Thursday
April 19, 1984

U.S. to Open Center on Missing Kids

By Rita Ciolli
Newsday Washington Bureau

Washington — After years of resisting any type of involvement in the problem, the Justice Department yesterday announced funding of a $3.3-million national center to aid local police and families in the search for abducted and runaway children.

The center, scheduled to open next month, will try to locate, identify and return some of the estimated 500,000 children who disappear each year, including those "kidnaped" by divorced parents during custody battles.

By late summer, the privately run center will operate a toll-free number to report sightings of missing or exploited children, said Alfred Regnery, administrator of the Office of Juvenile Justice and Delinquency Prevention.

"After exhausting their own finances and state and local resources, parents frequently turn to the federal government for aid. Until now, there has been no federal program to help them," Regnery said.

The center also will conduct public-awareness campaigns, collect statistics to better document the scope of the problem and counsel parents who need help in such areas as designing posters to draw public attention to their missing child.

The program will not expand the role of the FBI, which still will enter a case only if there is evidence of an abduction. After much resistance from the FBI in 1982, Congress required it to enter police reports of missing children on its National Crime Information Center computer.

The center is " like a dream come true," said John Walsh of Fort Lauderdale, Fla., a special adviser to the facility. The abduction and murder of Walsh's son, Adam, was dramatized last year in a television movie.

"No one should assume it couldn't happen to them," said Walsh, who spoke before television cameras yesterday to dramatize the Justice Department's announcement. However, Justice Department officials cut short the news conference and refused to let Walsh answer more questions.

The announcement of the center snatched the spotlight from Congress, which had been moving quickly to act again on the politically popular issue. House and Senate bills propose a $10-million program with a similar goal of a national information clearinghouse.

There were doubts on Capitol Hill yesterday that the new center would last beyond its initial grant. It is funded through a budget line known as Title II, which the Reagan administration has refused to include in its proposed 1985 budget.

"Unless they plan to solve the problem of missing children in one year, I don't see how they can reconcile this," said Gordon Raley, staff director of the House subcommittee on human resources, which just finished hearings on the bill, the Missing Children's Act of 1984.

398

5

State publication has photos, facts on missing persons

United Press International

To improve efforts to find missing people, the N.C. Department of Justice has begun to publish the "Missing Persons Bulletin."

The bulletin, which contains photographs and information about missing people, will be in addition to material available through the automated Missing Persons-Unidentified Persons File.

The file is operated in conjunction with the National Crime Information Center.

North Carolina has a daily average of 185 missing adults and children.

William C. Corley, director of the state's Police Information Network, one of three Justice Department agencies responsible for coordinating the bulletin's publication and distribution, said Thursday the bulletin attempts to increase public awareness of missing persons.

"By highlighting some missing persons, we're attempting to increase our recovery rate," he said. "Lots of times we see people walking the streets, but we have no idea if they are missing."

Eight months in the making, the first issue of the monthly bulletin was prompted by a growing national interest in locating missing persons.

"A year ago in October, federal guidelines began requiring the FBI to get involved in some missing persons investigations," Corley said. "This made us all conscious of the need to get people back."

Florida and Oklahoma are among the few states to compile bulletins on their missing persons.

EDITORIAL

JUL 30 1984

#6120 - Editorial - Presented by J. D. Lewis
MISSING CHILDREN
Thursday, July 19, 1984

It is estimated that one and a half million children are reported missing each year across the United States. Most of them are run-a-ways, young teenagers with a spirit of adventure, or distraught teenagers trying to escape the confines and discipline of the family structure or emotionally disturbed young people fleeing from the misery of a broken or unhappy home.

Even more alarming is the fact that between 20 and 50 thousand of these young people are abducted (taken away by force) and not heard from for more than a year.

These statistics, that come from national missing children's programs, are often read or heard with a detached interest by many of us. But for a country that takes pride in the family unit as the basic structure of a democratic society, this is a national disgrace of such magnitude that it clearly indicates that we can no longer be detached in our concern and indifferent to the problem of locating missing children.

Imagine the pain, suffering and anguish you would feel if your child was missing. What can we do about it? Aside from improving and maintaing a wholesome family environment, we need a nationwide network of law enforcement officials and organizations to give the problem the priority it demands.

Winn Dixie stores in North Carolina, as a community service, has instituted an identification program for children. Parents can have their children photographed and fingerprinted. If a child is missing, this information could be distributed nationwide upon parental approval.

That's the kind of corporative community involvement we could use more of.

- 0 -

EDITORIAL RESEARCH REPORTS

83-622

Feb. 11
1983

MISSING AND RUNAWAY CHILDREN

by

Marc Leepson

	page
EXTENT OF RUNAWAY PROBLEM	111
Growing Concern Over Plight of Runaways	111
Reasons for Increased Family Tensions	112
The Grim Reality of Life on the Streets	113
PLIGHT OF MISSING CHILDREN	116
Child Abduction: A Parent's Nightmare	116
Problems with Law Enforcement Agencies	117
Passage of Missing Children Act in 1982	118
Private Efforts to Find Missing Children	121
PROGRAMS TO HELP RUNAWAYS	122
Debate Over Federal Support for Shelters	122
Successful Runaway Program in Columbus	124
Programs in New York, Boston and Seattle	125
Central Runaway Switchboard and Hotline	126

Vol. 1
No. 6

ERR
founded 1923

published by Congressional Quarterly Inc.
1414 22nd Street, N.W., Washington, D.C. 20037

EDITORIAL RESEARCH REPORTS

Hoyt Gimlin, *Editor*

Sandra Stencel, *Managing Editor*

Richard L. Worsnop, *Associate Editor*

Staff Writers: Robert Benenson, Marc Leepson, Roger Thompson, William Sweet

Copy Editor: Buel W. Patch

Writer-Researcher: Laurie De Maris

Editorial Assistant: Calvin Chin

Contributors: Tom Arrandale, Mary Costello, David Cross, David Fouquet, Alrick Heubener, Janis Johnson, Kathy Koch, Richard C. Schroeder, James Wagner

Richard M. Boeckel, *Editor Emeritus (1892-1975)*

THE RIGHT to make direct use of material contained in Editorial Research Reports is strictly reserved to newspaper, magazine, radio and television clients of the service. Others wishing to quote from the Reports for other than academic purposes must first obtain written authorization.

Library of Congress Catalogue No. 39-924
ISSN 0013-0958

Copyright 1983 by Congressional Quarterly Inc.

MISSING AND RUNAWAY CHILDREN

RUNNING AWAY from home is as American as, well, apple pie. The lure of the road has beckoned millions of children from Huckleberry Finn to the flower children of the 1960s. But most children leave home for reasons that have little to do with romance or adventure. Huck Finn, remember, was escaping a father who "got too handy with his hick'ry." And for most runaways, conditions on the road soon turn dreams of nirvana into the reality of doing without the basic necessities of life.

Although it is impossible to determine the exact number, experts believe that between one million and two million children and young adults run away from home each year. At least 100,000 children a year leave home involuntarily — abducted by a parent involved in a custody dispute. In addition, an estimated 40,000 to 50,000 children a year simply disappear. Some of these children return home, but every year about 2,000 missing children are found dead. Many are never heard from again. "Finding missing children," President Reagan said last October, "has become a national problem." [1]

Runaways are also a national problem. *Parade* magazine writer Dotson Rader called the nation's runaways "the most abused and neglected segment of our population." [2] Many runaways find themselves in an emotional bind, forced to choose between living under what they consider intolerable conditions at home and the hazards of life on the run. Young runaways are particularly vulnerable, not only to the physical risks of living on the streets, but also to pimps and criminals who take advantage of their inexperience and force them to work as prostitutes, in pornographic films or as drug runners.

Experts believe that the nation's runaway problem has gotten worse in recent years. More and more children are showing up at runaway shelters across the country, or are being reported missing by parents. The number of "throwaway children" — kids forced out of the house by their parents — also is rising. "Over a million kids a year run away. Of that figure, 50 percent

[1] Speaking Oct. 12, 1982, at the White House, after signing the Missing Children Act (see p. 118).
[2] Testifying May 6, 1982, before the House Education Committee's Subcommittee on Human Resources.

of them would be considered throwaway kids — kids that the parents have told basically to get lost," said Robbie Callaway, executive director of the National Youth Work Alliance in Washington, D.C.[3]

Reasons for Increased Family Tensions

One reason for the increasing number of runaways is the state of the economy. Economic problems such as long-term unemployment usually are not the only reasons a child runs away from home, but they can exacerbate family tensions. "What happens is that certain normal adolescent issues, including curfew and independence from the family ... can get escalated by these additional pressures ... on the parents," said Neil Brown, a counselor who works with parents and teen-agers at Huckleberry House, a runaway shelter in Columbus, Ohio *(see p. 124)*. Unemployment is particularly hard on all family members. According to Cynthia Myers, executive director of the National Runaway Switchboard in Chicago, "Teen-agers will sometimes leave home thinking that their family cannot support them."

Economic pressures also contribute to the volatile atmosphere in which child abuse can occur.[4] According to James S. Gordon, a National Institute of Mental Health psychiatrist and longtime consultant to runaway shelters across the country, "30 percent among the predominantly black youth who now run to the Washington, D.C., Runaway House and fully half of the teen-agers who come to the Youth Service Bureau in white, middle-class Huntington, L.I. ... report that they left because they were physically abused by their parents or guardians."[5] Neil Brown said that about 80 percent of the runaways who come to Huckleberry House "have encountered significant physical or sexual violence in the last year."

Even before the current recession, experts noticed an increase in cases of child abuse. The American Humane Association reported that there were 788,844 official reports of child maltreatment in 1980, involving an estimated 1.2 million children. This represented a 91 percent increase over 1976. Many other incidents were never reported.

About 7 percent of reported child abuse victims, or approximately 84,000 youngsters, were sexually abused. "There seems little doubt that the incidence of sexual abuse committed

[3] The National Youth Work Alliance, formerly known as the National Youth Alternatives Project, is a non-profit group that provides technical assistance and training to those working with runaways or in drug abuse, employment and other youth service programs.
[4] See "Violence in the Family," *E.R.R.*, 1979 Vol. I, pp. 305-324.
[5] Writing in "Reaching Troubled Youth: Runaways and Community Mental Health," U.S. Department of Health and Human Services, National Institute of Mental Health, 1981, p. 7.

Photo by Rick Reinhard

Over one million children and young adults run away from home each year.

against children is vastly higher than anyone would like to believe," stated a pamphlet published by the National Committee for the Prevention of Child Abuse (NCPCA). According to Dr. Ann H. Cohn, NCPCA's executive director, 90 percent of teen-age prostitutes claim to have been sexually abused as children.

The Grim Reality of Life on the Streets

Many runaways return home within 48 hours after they leave. But many of those who stay away from home for longer periods face harrowing lives on the streets. Large numbers become involved in prostitution or child pornography. "I can take you to Times Square . . . and I can show you children 10, nine, 11 years

of age, boys and girls, selling their bodies," Dotson Rader told the House Human Resources Subcommittee last year. "They run away, they are picked up at the Port Authority [bus terminal] and they are picked up in Times Square by pimps. They are addicted to heroin. They are beaten up and they are put on the street and . . . when a child like Warren, for example, one of the boys I interviewed, has a rectal hemorrhage, he is killed."[6]

Such horror stories are not confined to New York City's notorious Times Square. Hoards of teen-age prostitutes can be found elsewhere across the country: in downtown Boston's "combat zone," along the "meat rack" on Hollywood's Santa Monica Boulevard (where young boys are the specialty), on 14th Street in Washington, D.C., in downtown Seattle at First Avenue and Pike Street and on the streets of many other cities. Seattle *Times* reporter Carol M. Ostrom, who recently completed a four-part series on that city's runaways, described what street life is like: "There's no place to sleep, no security, and nothing to eat. Unless you steal or hustle, that is. For a newcomer, there are always plenty of new-found friends willing to provide the how-to of hustling. . . . For many of the girls, all the money they earn goes to their pimps — a middleman or woman most girls on the street find necessary."[7]

Runaways who come to big cities often encounter a reception committee. Sometimes it is a social worker offering shelter and counseling. More often it is someone with more sinister things in mind — a pimp, a child pornographer or a drug dealer looking for recruits. Author Myron Brenton sketched the scene at New York City's Port Authority: "Here they come, like chickens down the conveyor belt ready to be plucked. And there to do the grading and the plucking — canny eyes casting for the most part for the most attractive of the young girls, the gentlest of the young boys — are the rail-thin, smart-stepping, broad-brim-hatted pimps."[8]

It appears that organized crime has become increasingly involved in the business of child prostitution. "Organized crime has stepped into this kid business," said Robbie Callaway of the National Youth Work Alliance. "You've got guys out at the bus stations and out at the parks picking up the kids and offering them places to stay and treating them to nice meals and things like that. . . . They have their people doing the outreach, grabbing the kids as they show up." As Joyce Strom, executive director of Act Together, a non-profit group based in Wash-

[6] Rader wrote an article in the Feb. 7, 1982, issue of *Parade* magazine chronicling the hardships faced by teen-age prostitutes in Seattle and San Diego. The magazine received more than 70,000 letters in reaction to the article, the largest response in its 40-year history.

[7] Writing in the Seattle *Times*, Dec. 5, 1982.

[8] Myron Brenton, *The Runaways* (1978), p. 56.

Phoning Home

Runaways and missing children can find shelter, help, counseling and other services through three national toll-free numbers. They are:

Child Find: 800-431-5005
National Runaway Switchboard: 800-621-4000 or
800-972-6004 in Illinois
Runaway Hotline: 800-231-6946 or
800-392-3352 in Texas

Two organizations that help runaways nationwide are:

National Youth Work Alliance
1346 Connecticut Ave., N.W.
Washington, D.C. 20036
phone: 202-785-0764

National Fund for Runaway Children
2001 S St. N.W.
Washington, D.C. 20007
phone: 202-783-6417

ington, D.C., that funds runaway shelters, put it: "When you run away, [your fate] many times depends on who gets you first."

Not all runaway children, of course, become involved in child prostitution or pornography. But many do. Although accurate figures are impossible to obtain, experts believe that the number of teen-age prostitutes has increased during the last five years and that it is likely that the number of children involved in child pornography also has risen since the mid-1970s. Studies indicate that some teen-agers turn to prostitution voluntarily to escape intolerable conditions at home, most often beatings or sexual abuse. "Generally, teen-agers become prostitutes as a means of survival after they have run away to escape a poor home environment," concluded a report released by the Government Accounting Office (GAO) last year.[9]

The problem of child pornography — so called "kiddie porn" — is particularly vexing. The thought of films and photographs showing pre-pubescent childen and teen-agers engaged in sex acts with each other or with adults is repulsive even to those who profess to take pornography in stride.[10] Some children appearing in pornographic films have been as young as three years old; some of the adults have been their parents, relatives or neighbors. The psychological effects on children who are forced to take part in pornography often are felt for many years.

[9] Government Accounting Office, "Sexual Exploitation of Children — A Problem of Unknown Magnitude," April 20, 1982, p. 16.
[10] See "Pornography Business Upsurge," *E.R.R.*, 1979 Vol. II, p. 771.

As the GAO report put it: "Literature shows that children involved in pornography can be psychologically scarred and suffer mental distress for life. They see themselves as objects to be sold rather than people who are important. Some of these children feel dirty and unwanted and become bitter toward adults."

Even worse fates than falling victim to organized crime, pimps or child pornographers await some runaways: death at the hands of deranged persons who prey on runaway children. Unfortunately, there have been several such incidents in recent years. Elmer Wayne Henley Jr., of Houston, for example, was found guilty in 1974 of killing 27 young men and boys — most of them runaways — after enticing them into a homosexual-torture ring. John Wayne Gacy of Des Plaines, Ill., was convicted in 1980 for the murders of 33 boys and young men in the worst mass slaying in U.S. history. Court testimony revealed that Gacy, a building contractor, had lured his victims into his home by promising them jobs. He engaged in sex with them and then murdered them.

Plight of Missing Children

JUST BEFORE eight o'clock in the morning on May 25, 1979, Julia Patz said goodbye to her six-and-a-half-year-old son Etan. Mrs. Patz was letting Etan walk by himself the one-and-a-half blocks to his school bus from their home in the Soho section of New York City for the first time. Mrs. Patz watched the boy walk the first half block. She then went inside. That was the last time she saw her son. Three-and-a-half years have passed since that day, and efforts by the police, private investigators and the family have uncovered no clue as to the boy's whereabouts.

On July 27, 1981, at about 12:30 in the afternoon, six-year-old Adam John Walsh and his mother Reve were browsing in the toy department at Sears in the Hollywood (Fla.) Mall. Adam and his mother were three aisles apart when the boy vanished. When Adam did not respond to a page, the police were brought in. Thousands of volunteers helped search for the boy. Rewards were offered for his return. The local media launched a massive campaign to publicize Adam's disappearance. All the searching was fruitless. Two weeks after he disappeared, Adam Walsh's severed head was found by a fisherman in a canal ditch in Vero Beach, Fla.

Missing and Runaway Children

The stories of Etan Patz and Adam Walsh are unfortunate examples of what happens to thousands of children who disappear each year. Although precise figures are difficult to pin down, experts believe between 20,000 and 50,000 children a year simply vanish — some are abducted by strangers, some are runaways. Experts also believe that at least 100,000 children a year are "snatched" by parents involved in custody battles. The number of missing children is far below the number of runaways. Nevertheless, the abduction of a child is one of life's most terrifying events — for both the child and the parents. "There is nothing more heart wrenching for parents than to have their children missing, not knowing the whereabouts of their youngster and not knowing whether they are alive or dead," said Rep. James F. Sensenbrenner Jr., R-Wis.[11]

Problems With Law Enforcement Agencies

Many parents of missing children have difficulties obtaining help from law enforcement authorities. "Local police agencies already overburdened with criminal cases are apparently reluctant to plunge into the investigatation of a child reported as missing," the House Judiciary Committee concluded in a recent report. "In most cases parents get little, if any, support or assistance...."[12] President Reagan recently recognized this problem, saying that, "because of overlapping jurisdictions and the lack of centralized information, parents of missing children have faced frustration and anger in their attempts to locate their children."[13]

The inability — or in some cases the unwillingness — of local police departments to undertake large-scale searches for missing children has caused some parents to spend large sums of money hiring private investigators. Others have given up their jobs in order to search for their children on a full-time basis. The long search for Etan Patz, for example, drained his family financially. "When Etan disappeared, employment ceased for both my husband and me," Mrs. Patz said. "For seven years, I had run a day-care center in my home. Due to extended involvement in police matters, I have been unable to reopen that school. My attempts to obtain a job at other schools — even at those where I was known and respected — were fruitless.... My husband, a free-lance photographer, was physically and emotionally unable to work for months. By that time, many of his clients had, understandably, switched their accounts to other photographers."[14]

---

[11] Speaking on the floor of the House of Representatives, Sept. 20, 1982.
[12] House Judiciary Committee Report No. 97-620 on the Missing Children Act, Sept. 16, 1982.
[13] Remarks made at the signing of the Missing Children Act, Oct. 12, 1982 *(see p. 118)*.
[14] Testifying Oct. 6, 1981, before the Senate Labor and Human Resources Committee's Subcommittee on Investigations and General Oversight.

Yet another problem facing parents trying to find their missing children has been the lack of a national directory of missing persons. "A country that can launch a space shuttle that can return to the Earth and take off again, a country that can allocate millions of dollars to save a small fish, the snail darter in the Tennessee Valley River, ... does not have a centralized reporting system or a nationwide search system for missing children," Mr. and Mrs. Walsh told a Senate subcommittee in 1981.[16] Rep. Paul Simon, D-Ill., in a Sept. 20, 1982, House speech said: "... if your car disappears, that automatically goes on that [FBI] computer; if your child disappears, it does not."

Passage of the Missing Children Act in 1982

The Missing Children Act, which Congress passed last September and President Reagan signed into law Oct. 12, 1982, attempts to remedy that situation. The act for the first time sets up what amounts to a nationwide clearinghouse on missing children by ordering local law enforcement officials to enter into the FBI's National Crime Information Computer (NCIC) the names of children under 17 years old who have been missing for 48 hours and who have no history of running away from home. The NCIC information is available to police departments across the nation. The law also gives parents, legal guardians or next of kin the right to enter the child's name into the NCIC computer if their local law enforcement agency does not do so. In the past, the FBI required evidence that a child had met with foul play or that the child was abducted and was in imminent danger before his or her name could be entered on the NCIC computer.

The act also mandated that information on unidentified bodies be placed on an FBI computer available to coroners and law enforcement officials nationwide. Rep. Simon, the original sponsor of the legislation in the House, explained the importance of this section of the law. "Many of the children who are missing are found dead in areas of the country far remote from their families," he said during House debate on the bill. "There is no way for these children to be identified and their parents notified because there is no centralized system for maintaining information on unidentifed bodies in this country. For many parents, knowing even that their child is dead would be preferable to the anguish and uncertainty of not knowing what happened."

The law's passage was hailed by backers as a step forward in helping ease some of the problems associated with finding missing children. "It is reassuring to know that the law of the land now makes clear our commitment to return our missing children to their homes," said Sen. Paula Hawkins, R-Fla., who spon-

[16] Testifying, Oct. 6, 1981, before the Senate Labor and Human Resources Committee's Subcommittee on Investigations and General Oversight.

Parental Kidnapping Prevention Act

After four years of legislative maneuvering, Congress on Dec. 13, 1980, enacted the Parental Kidnapping Prevention Act as an amendment to an unrelated bill involving Medicare benefits. The 1980 law required states to honor the child custody decrees of courts in other states. It also authorized the federal Parent Locator Service of the Department of Health and Human Services — set up under a 1974 law that required states to track down absentee fathers of children on public assistance — to help find abducting parents and missing children. Finally, the 1980 law directed the Justice Department to use the Fugitive Felon Act — a statute that allows the FBI to help state officials locate fugitives — in parental kidnapping cases.

For the past two years, supporters of the Parental Kidnapping Prevention Act have argued that the Justice Department was not enforcing the law as Congress intended. Critics were particularly unhappy with a department requirement that the Fugitive Felon Act not be used unless there were "independent credible information" that an abducted child was in physical danger or was being seriously neglected or abused. The Justice Department recently announced that it was dropping this requirement for a one-year "trial period" *(see p. 120)*, a decision Sen. Paula Hawkins, R-Fla., said would "provide a dramatic breakthrough in the FBI's ability to find and return missing children to their homes."

sored the bill in the Senate. "The Missing Children Act provides a vital step forward in addressing this national tragedy. This law will finally provide our law enforcement officers with the tools they need to help locate and identify missing children. We can restore some hope and some peace of mind to those distraught and confused parents who are searching for their children." Sen. Orrin G. Hatch, R-Utah, agreed. "This legislation is not a total cure-all for these senseless crimes," he said in an Oct. 1 floor speech. "But it is an additional tool to help solve and possibly halt these senseless crimes.

There is some concern that parents of missing children will misinterpret the new law, thinking that it orders the FBI to investigate each missing-child case. In fact, the law simply closes a loophole in the way the FBI keeps track of missing children and unidentified bodies. "It seems incredible that it should have taken so much effort just to gain access to a computer, but that's all the act does," said Kristin Brown, information director of Child Find, a private, non-profit group that helps missing children contact their parents. "Most people ... who've written to us wanting to know about the act assume that the computer is a very small part of some kind of investigative package.... I think that most people assume ... that every time you report a child missing an FBI agent will be assigned to the case."

But this is not the case. FBI policy on missing-child investigations remains the same. The agency will not join the search unless there is an indication that a federal law has been broken. A ransom or extortion note or other proof of kidnapping is sufficient to get the FBI involved, providing the kidnapped person is held for at least 24 hours. If that happens, the FBI presumes the person has been taken across state lines and will begin its own investigation.

In cases where a child has been kidnapped by a parent, however, there has been a change in FBI procedure. Responding to congressional calls for more vigorous enforcement of the Parental Kidnapping Act of 1980 *(see box, p. 119)*, Assistant Attorney General Robert A. McConnell said in a letter to Sen. Hawkins dated Dec. 27, 1982, that the FBI was dropping two requirements for getting involved in parental kidnapping cases for a one-year "trial period." First, the FBI suspended the requirement that there be "independent, credible" evidence that a snatched child's life was in danger. The agency will now investigate such cases, McConnell said, "on the same basis as other fugitive felon cases." Also eliminated was the requirement that the Criminal Division of the Justice Department in Washington authorize FBI involvement. Now local federal prosecutors have the power to make that determination.

The new procedures, McConnell said, will "increase the number of cases in which fugitive felon warrants will be obtained by United States attorneys and fugitive investigations inititated" by the FBI. The changes have been widely praised. "By eliminating the two provisions, the FBI is clearly getting itself involved in an enormous amount of parental abduction cases," said Kristin Brown of Child Find, "and we're delighted." Sen. Hawkins said the FBI action was "evidence of a new and far-sighted attitude toward the tragic dimensions of the missing-children problem in America. It will provide a dramatic breakthrough in the FBI's ability to find and return missing children to their homes."

Despite such praise, many people are still critical of the FBI's record in investigating missing-child cases. "While I realize that the resources of the FBI are strained because of demands on the bureau, children must be a priority," Rep. Simon said in recent testimony before the Senate Subcommittee on Juvenile Justice. "I do not expect that the FBI should get involved every time a child disappears. That would clearly be unreasonable. But when a small child is taken from a family and it is obvious the child ... has been taken by an adult without the parents' consent, then the FBI should become involved." [16] Oliver Revell, assis-

[16] Testifying Feb. 2, 1983.

tant director of the FBI's criminal division, admitted during the same hearings that "to some the bureau may appear to be uncaring or insensitive" in missing-child cases. Revell said the main reason the FBI does not get involved in more cases is a lack of field agents.

Private Efforts to Find Missing Children

A number of independent, private groups have been formed in recent years to help find missing children. John and Reve Walsh, for example, set up the Adam Walsh Outreach Center for Missing Children two years ago in Hollywood, Fla., with donations they received following the highly publicized search for their son. The center, which has a paid staff and also receives some funds from the federal government, maintains a computer file of missing children from Broward County, Fla., and works to publicize the problems of finding missing children. The Dee Scofield Awareness Program (DEE) was set up in Tampa, Fla., in 1976 by relatives of a 12-year-old girl who disappeared that year in Ocala, Fla., and has not been heard from since. The group sends out literature on what parents can do to help avoid child snatching, helps other groups run child-safety conferences and lobbies to stiffen laws for child molesters and child murderers.

Local efforts to fight the missing children problem include fingerprinting programs started by police and school officials in California, Florida, New Jersey, Virginia, Utah, Wyoming and other states. In Union County, N.J., for example, 16 private and parochial schools recently began participating in a fingerprinting program set up by the county sheriff's office. The endeavor began Jan. 25 [illegible], when 408 pupils at St. Elizabeth's grammar school in Lin[illegible] had their fingerprints taken by police officers. The program, which requires parental approval and gives parents the option of storing the fingerprints at home or in the school, was conceived by Union County Undersheriff John J. Troiano and Sgt. Charles Harris. "You hope that missing children will be found alive, but if nothing else, at least the parents will know what happened to their child," said Harris.[19]

Child Find, based in New Paltz, N.Y., was created in 1980 by Gloria Yerkovich, whose divorced husband abducted her daughter Joanna in 1974. The girl remains missing to this day. Child Find was originally set up to help parents find children like Joanna who had been snatched by non-custodial parents. "But it was not long before we were also appealed to by parents of simply missing children to expand the service," said the group's information director, Kristin Brown.

[19] Quoted in an Associated Press story published in the Baltimore *Sun*, Jan. 25, 1983.

The organization encourages parents of missing children, the children themselves and anyone else with information on missing children to call a toll-free number: 800-431-5005. Information given by parents is entered into a computer and disseminated through a directory of missing children that Child Find sends to school administrators to help find abducted children who may be enrolled in schools under false names. The directory, which contains photographs and physical descriptions of the missing children, is updated twice a year. Child Find also uses radio and television public service announcements and other forms of advertising to publicize its toll-free number so that children themselves can get in touch with the organization. When a child calls, Child Find staffers use the computerized information to help reunite the child with the searching parent. Since it was formed in 1980, Child Find has located 270 children and seen them safely returned to their families.

Programs to Help Runaways

LIFE ON THE ROAD is difficult for most runaways. They are easy victims of criminals; they are exploited by pimps and drug pushers. But all across the country there are people and organizations working to help runaways, providing shelter, counseling, job training and other services. There are now some 350 runaway shelters nationwide. The first runaway shelter opened its doors in 1968 in San Francisco to help the large number of young persons who came to sample the city's countercultural waters. The problem was that many of the kids who came to San Francisco wearing flowers in their hair soon found themselves penniless, hungry and in need of medical help.

There is only one federal government program designed to help runaways. The National Program for Runaway and Homeless Youth, which began in 1974, is run by the Department of Health and Human Services' Youth Development Bureau (YDB).[10] Among other things, the bureau provides grants to public and private non-profit runaway shelters and other groups that work with runaways such as the National Runaway Switchboard *(see p. 126)*. In fiscal year 1981, the last year for which complete statistics are available, the bureau helped fund 166 runaway centers across the country. Those centers served 133,000 drop-in clients and sheltered 45,000 children.

[10] The Youth Development Bureau is part of the Department of Health and Human Services' Administration for Children, Youth and Families.

The Feds and the Runaways

The federal government's involvement in the runaway youth problem dates back to 1971, when the Department of Health, Education and Welfare (HEW) funded the development of a handbook describing how one local runaway shelter had been created. The following year HEW's Youth Development and Delinquency Prevention Administration sponsored the first national conference for workers at runaway youth centers. In 1973, HEW's Office of Youth Development was set up to determine the government's role in helping runaways. A number of programs, including the distribution of grants to runaway shelters and the setting up of a toll-free national hotline for runaway youth, were established on a trial basis that year.

In 1974, Congress passed the Juvenile Justice and Delinquency Prevention Act, which included a provision — known as the Runaway and Homeless Youth Act — that authorized HEW to make grants available and to provide technical assistance to local runaway shelters. By June 1975, 66 grants totaling just over $4 million were awarded under the act. Today the act is administered by the Youth Development Bureau located within the Administration for Children, Youth and Families in HEW's successor agency, the Department of Health and Human Services.

The actual number of runaways served by shelters receiving federal funds is small — less than 10 percent of all runaways. But most experts believe it is essential that the federal government remain involved. "The government should definitely get into it more," said Robbie Callaway. "Organized crime rings don't keep young prostitutes in their immediate communities. They pick the kid up in Baltimore, let's say, and the kid ends up in New York City. They transfer the kid somewhere else so that there's less likelihood they'll run into someone they know. Those are the kids that are causing real problems. Those are the kids that the federal government has to address. . . ."

The Reagan administration asked Congress last year to cut the runaway program's funding to $6.6 million in fiscal 1983 from $10.2 million in fiscal 1982. Clarence E. Hodges, commissioner of the Department of Health and Human Services' Administration for Children, Youth and Families, said funding from other government agencies, private contributions and help from volunteers would more than make up for the reduced funds. But officials of social service agencies and some members of Congress argued that the national runaway program could not survive without a substantial increase in government funding. "The national runaway program has been severely crippled by insufficient funding" and is "needed now more than ever before," said June Bucy, who heads the National Network of Runaway Youth Services in Galveston, Texas. "Rising youth

unemployment, increasing concern over missing, victimized and exploited youth in our cities and towns demand the best, most effective response we can offer. By all measures, the nationwide services provided through this federal program are effective. They must be expanded to meet the growing need." [19]

Congress did not get around to funding the national runaway program until late in the "lame-duck" session last year. In disagreeing with the administration's contention that private funds and volunteer efforts would make up for decreased federal funds, Congress approved an appropriation of $21.5 million. "The private sector cannot and will not pick this program up," said Rep. Pat Williams, D-Mont. "This is a bedpan program, the main one that no one wants to get involved in, and that is why the feds got into it in the first place." [20] Most of the $21.5 million will be used to help establish 35-to-40 new runaway programs. The remaining funds will help expand existing programs and defray the costs of training counselors.

Successful Runaway Program in Columbus

Not long after that first runaway shelter opened its doors in San Francisco, dozens of others were started across the country. Huckleberry House in Columbus, Ohio, for example, was established in 1970. The shelter, which currently is housed in a large building near the Ohio State University campus, sees 500-600 young persons a year, most from the Columbus area.

Huckleberry House receives funds from a variety of sources. There is a grant from the federal government under the 1974 Runaway and Homeless Youth Act *(see box, p. 123)*, a donation from the United Way charity, federal revenue-sharing funds distributed by the Columbus City Council, private donations and funds from local, state and county mental-health agencies. Huckleberry House has a staff of 27, including 13 full-time professionals who work as counselors.

Most runaways find out about Huckleberry House through "word-of-mouth" advertising. "Runaway shelters are hard ones to advertise," said Administrative Assistant Maddy Knill. "Advertising sometimes sounds like advocating. So we do a lot of presentations to high school classes, . . . describing the services that we provide. That then gets sort of passed around word of mouth." The shelter also runs public service announcements on television.

The program at Huckleberry House has one basic goal: family reconciliation. Counselors work to try to establish contact be-

[19] Hodges and Bucy testified May 5, 1982, before the House Education and Labor Committee's Subcommittee on Human Resources.
[20] Quoted in *Newsweek*, Oct. 18, 1982, p. 98.

tween a child and his or her parents within 24 hours after a runaway comes to the shelter. "Sometimes we'll have the parent calling up looking for their son or daughter. More often, a young person and the staff member here get on the phone to that home and begin to focus on the issues of why the child is here," said staff counselor Neil Brown. "We tell the parents who we are, what we can do, and then ask if they're willing to be involved with us."

Most runaways stay at Huckleberry House from three-to-five days. "Usually within [that time] the crisis has been stabilized to the point that families can agree to live together or make an agreement about where people can live," Brown said. "At that point a counselor will work with them in an after-care program called Parents and Teens, which keeps in touch with people after they leave here and makes efforts to engage them in some ongoing counseling to resolve the issues that were identified during the crisis."

Programs in New York, Boston and Seattle

New York City's Covenant House is a shelter for runaway and homeless children begun in 1970 by Father Bruce Ritter. The shelter's Under 21 Center currently provides beds for about 200 young persons a day. It is open 24 hours a day and has a policy of not turning anyone away. The center provides many services including medical care, counseling, tutoring and job placement. Although young homeless persons are permitted to stay at the center for as long as two weeks, the average stay is about seven days. Covenant House also runs a program for young mothers with children, providing temporary housing for up to 30 young women and children. Covenant House workers make special efforts to contact runaways before they come under the influence of pimps and drug pushers. "If a kid has lived in the street for a month or so, it becomes very hard to reach him," said Father Ritter. "If it's been six months, we've almost lost him, and if it's a year, he's gone. The poison works very, very quickly."[21]

Another shelter that makes a special effort to reach runaways on the street is The Bridge in Boston, which went into operation in 1970, and now works with about 3,000 young persons a year. The community-based, non-profit group provides counseling, medical and dental care, life-skills training, food and shelter. The Bridge takes its services to the streets in a mobile van staffed with volunteer doctors, medical and dental students, drug counselors and other social service workers. The van parks in sections of the city frequented by runaways. "The kids just

[21] Quoted in *Newsweek*, Oct. 18, 1982, p. 97.

know it and trust it," said Joyce Strom, executive director of Act Together, a private agency that funneled more than $200,000 in government and private funds to The Bridge last year *(see p. 114)*. The van offers hot coffee and sandwiches, as well as counseling and medical services. "Kids actually come there and start to trust the people and decide that better than being on the streets is to go into an emergency shelter...," Strom said.

Act Together also provides funds to Seattle's only 24-hour walk-in shelter for runaways. It offers temporary, short-term shelter for children in its six-bed home, as well as individual and family counseling. Known as The Shelter, the facility is using a 15-month demonstration grant of $130,000 from Act Together to set up two "professional foster homes" in Seattle. These homes will become long-term residences for six runaways in need of professional counseling. At least one of the foster parents in each home will have a background in social work or psychology. The Shelter also is planning a move into a new facility that would provide medical care, drug and alcohol counseling and job training for runaways.

Central Runaway Switchboard and Hotline

There are many other organizations that run programs for runaways. For example, Greyhound Lines, Inc., the intercity bus company, has billboards in 27 bus stations around the country listing the phone numbers of agencies that work with runaways in need of help. The Travelers Aid Society of Los Angeles helps runaway youths in the downtown Los Angeles Greyhound Bus Terminal arrange for transportation home, or find counseling, shelter, food, and clothing. The New York Port Authority Youth Services Unit, made up of three police officers and three social workers, tries to reach runaway children in the mammoth bus terminal before pimps and others reach them or before the runaways get out onto New York City's streets.

Two organizations — the National Runaway Switchboard in Chicago and the Runaway Hotline in Houston — run 24-hour-a-day, toll-free telephone lines to help runaways across the nation *(see box, p. 115)*. The Runaway Hotline is funded by the state of Texas through the Governor's Office of Volunteer Services. The hotline, which began operating in 1973, receives from 200-250 calls a day from runaways, parents and from children thinking about leaving home. The hotline is run by two paid staffers, director Marilyn Collins and a secretary; the phones are answered by volunteers who work in pairs on four-hour shifts around the clock. The hotline offers two basic services. One is a relay message system to put runaways in touch with their parents. The other is designed to get runaways off the streets and

H23 A

to provide them with shelter, counseling, medical care, food or anything else they need.

The National Runaway Switchboard has been in operation in Chicago since August 1974. It evolved out of a local telephone crisis center called MetroHelp started in 1971 to offer 24-hour telephone services to teen-agers. The program went national when it began receiving federal funds through the 1974 Runaway and Homeless Youth Act. Cynthia Myers, the switchboard's executive director, told Editorial Research Reports that the program last year received about 200,000 calls from young people and their families.

The switchboard uses television public service announcements, articles in national magazines and newspapers and posters in bus terminals, libraries and other areas to publicize its toll-free number. The service also has received help from directory assistance operators throughout the country who give out the toll-free number. "What often will happen is that a teenager will pick up a phone and just dial information and say, 'Where can I go?' or 'What can I do?' And they will get our telephone number that way," Myers said.

Myers said that most runaways who call the switchboard do so because they cannot decide what to do. "They're terrified to return home because they took this rash action," she said. "But by the same token, they're terrified on the street. They may have just run up against somebody who scared them and they really just don't know what to do."

The 200 volunteers who answer the switchboard's phones have one main job: to get the runaway caller off the street and into shelter. This is accomplished by finding out where the caller is and contacting the nearest runaway shelter to make arrangements to get the child into shelter. The volunteers do not attempt to counsel callers over the phone, but they do offer callers the option of either talking to their parents directly through the switchboard, or sending a message to the parents.

Tens of thousands of youngsters are assisted each year by switchboards, hotlines and shelters, but they remain a small percentage of the nation's runaway population. "The problem in getting through to runaways is that, on the surface at least, most have what look like perfectly good reasons for leaving," said Dr. Martin Stein, medical director of Dominion Psychiatric Treatment Center in Falls Church, Va.[2] As long as so many troubled youths are willing to risk life on the run rather than put up with what they believe are intolerable conditions at home, the nation's runaway problem will continue.

[2] Quoted in *U.S. News & World Report*, Jan. 17, 1983, p. 64.

H23B

Selected Bibliography

Books

Benton, John, *Do You Know Where Your Children Are?* Revell, 1982.
Brennan, Tim, *The Social Psychology of Runaways*, Lexington, 1978.
Brenton, Myron, *The Runaways*, Little, Brown, 1978.
Chapman, Christina, *America's Runaways*, Morrow, 1975.
Geiser, Robert L., *Hidden Victims*, Beacon Press, 1978.
Lloyd, Robin, *For Love or Money: Boy Prostitution in America*, Vanguard Press, 1976.
Schultz, Leroy, ed., *The Sexual Victimology of Youth*, Thomas, 1978.

Articles

Langway, Lynn, et al., "A Nation of Runaway Kids," *Newsweek*, Oct. 18, 1982.
Magri, Michele, "Runaway Youth and the States," *State Legislatures*, May 1982.
Mann, James, "An Endless Parade of Runaway Kids," *U.S. News & World Report*, Jan. 17, 1983.
Rader, Dotson, "Who Will Help the Children?" *Parade*, Sept. 5, 1982.
Youth Alternatives (newsletter of the National Youth Work Alliance), selected issues.

Reports and Studies

Act Together, "Making a Difference for High Risk Youth," Washington, D.C., 1982.
Editorial Research Reports: "Pornography Business Upsurge," 1979 Vol. II, p. 765.
Gordon, James S. and Margaret Beyer, eds., "Reaching Troubled Youth: Runaways and Community Mental Health," U.S. Department of Health and Human Services, Public Health Service, Alcohol, Drug Abuse, and Mental Health Administration, 1981.
Library of Congress, Congressional Research Service, "Missing Children and Unidentifed Deceased Persons: Proposals to Establish a National Information Clearinghouse," Issue Brief, Oct. 18, 1982.
National Youth Work Alliance, "National Directory of Runaway Programs," 4th ed., Washington, D.C., 1979.
U.S. Department of Transportation, Federal Railroad Administration, "On the Run: A Guide for Helping Runaway Youth in Transportation Centers," 1980.
U.S. General Accounting Office, "Sexual Exploitation of Children — A Problem of Unknown Magnitude," April 20, 1982.
U.S. House of Representatives, Committee on Education and Labor, Subcommittee on Human Resources, "Oversight Hearing on Runaway and Homeless Youth Program," May 5, 1982.
U.S. Senate, Committee on the Judiciary, Subcommittee on the Constitution, "Homeless Youth: The Saga of 'Pushouts' and 'Throwaways' in America," 1980.

Cover illustration by Staff Artist Robert Redding; photo on p. 113 by Rick Reinhard, courtesy of the National Fund for Runaway Children.

423 C

EDITORIAL RESEARCH REPORTS News Brief

Routing List
FROM: _____
TO: _____

This News Brief is a summary of a current Editorial Research Report which may be of interest to you. The full 6,000-word report is now available for your use.

MISSING AND RUNAWAY CHILDREN

by Marc Leepson

Editorial Research Reports

WASHINGTON, Feb....--Running away from home is as American as, well, apple pie. The lure of the road has beckoned millions of children from Huckleberry Finn to the flower children of the 1960s. But most children leave home for reasons that have little to do with romance or adventure. Huck Finn, remember, was escaping a father who "got too handy with his hick'ry." And for most runaways, conditions on the road soon turn dreams of nirvana into the reality of doing without the basic necessities of life.

Although it is impossible to determine the exact number, experts believe that between one million and two million children and young adults run away from home each year. At least 100,000 children a year leave home involuntarily -- abducted by a parent involved in a custody dispute. In addition, an estimated 20,000 to 50,000 children a year simply disappear. Some return home, but every year about 2,000 missing children are found dead. Many are never heard from again.

The plight of missing children and their parents attracts the sympathy of nearly everyone. The same thing cannot be said for the nation's runaways, who one writer called "the most abused and neglected segment of our population." Many runaways find themselves in an emotional bind, forced to choose between living under what they consider intolerable conditions at home and the hazards of life on the run. Young runaways are particularly vulnerable, not only to the physical risks of living on the streets, but also to pimps and criminals who force them to work as prostitutes, in pornographic films or as drug runners.

Experts believe that the nation's runaway problem has gotten worse in recent years. More and more children are showing up at runaway shelters across the country or are being reported missing by parents. According to Robbie Callaway, executive director of the National Youth Work Alliance in Washington, D.C., as many as half of the nation's runaways are "throwaway children" -- kids forced out of the house by their parents.

The number of missing children is far below the number of runaways. Nevertheless, the abduction of a child is one of life's most terrifying events -- for both

(MORE)

the child and the parents. "There is nothing more heart wrenching for parents than to have their children missing...not knowing whether they are alive or dead," said Rep. F. James Sensenbrenner Jr., R-Wis.

Many parents of missing children have difficulties obtaining help from law enforcement authorities, who often do not have the time or resources to investigate missing-child cases. The inability -- or in some cases the unwillingess -- of local police to undertake large-scale searches for missing children has caused some parents to spend large sums of money hiring private investigators. Others have given up their jobs in order to search for their missing children full time.

Last year Congress passed, and President Reagan signed into law, a measure to provide some FBI help to parents of missing children. The Missing Children Act for the first time sets up what amounts to a national clearinghouse on missing children by ordering local law enforcement officials to enter into the FBI's National Crime Information Computer the names of children under 17 who have been missing for 48 hours and who have no history of running away. The information is available to police departments nationwide. The law also mandated that information on unidentified bodies be placed in another FBI computer available to coroners and law enforcement authorities across the country.

While backers of the new law were happy with its passage, they stressed that the measure was not a cure-all for the problem of missing children since it merely closed a loophole in the way the FBI kept track of missing children and unidentified bodies. The FBI still will not join the search for a missing child unless there is an indication that a federal law has been broken. However, in cases where a child has been kidnapped by a parent, there has been a change in FBI procedure.

Responding to congressional calls for more vigorous involvement in parental kidnapping cases, the FBI suspended the requirement that there be "independent, credible" evidence that a snatched child's life was in danger. Also eliminated was the requirement that the Criminal Division of the Justice Department authorize FBI involvement. Now local federal prosecutors can make that determination.

"By eliminating the two provisions the FBI is clearly getting itself involved in an enormous amount of parental abduction cases, and we're delighted," said Kristin Brown, information director of Child Find, a private, non-profit group based in New Paltz, N.Y., that helps missing children contact their parents.

Child Find is one of a number of private groups that have been formed in recent years to help find missing children. The organization encourages parents of missing children, the children themselves and anyone else with information on missing children to call its toll-free number. "The problem," said Kristin Brown, "is that perhaps 1 percent of those calls actually leads to the location of a child."

(Brief of Report issued Feb. 11, 1983: E.R.R. 1983 Vol. I, No. 6)

SOCIAL WORK July-Aug. 1983 V. 28

CRS MAIN FILE COPY

83 09629

Early Sexual Exploitation as an Influence in Prostitution

Mimi H. Silbert
Ayala M. Pines

Were street prostitutes sexually exploited during their childhood? The study reported represents the first major systematic attempt to address this question. It reports on the negative and long-term effects of the exploitation and draws implications for the treatment of victims.

MOST OF THE research on the sexual exploitation of juveniles has focused its attention on the offenders and their families.[1] In the few studies that have focused on the victims, the samples have not consisted of subjects chosen from a general population of victims but have included only those victims who have sought help from agencies that provide therapeutic services.[2] Thus, the samples do not represent victims whose experience may not have had a negative impact on them or victims whose experience may have had such a negative impact that they do not even discuss the problem or seek help.

There are numerous references in the literature to early sexual exploitation in the background of prostitutes.[3] The problem with most of the research on prostitution is that it tends to be limited either to women arrested and jailed or to those who had sought therapeutic help. The study reported in this article represents the first major systematic attempt to determine whether street prostitutes were sexually exploited during their childhood. Its target population was unique in that it consisted of street prostitutes who were not recruited through any agency and who were usually hostile to the academic world and unavailable to social scientists for research.

METHOD

The interviewers in the study were members of the Delancey Street Foundation, a self-help residential facility known for its work with prostitutes, criminals, and drug addicts. All the interviewers had been juvenile or adult prostitutes. Given the sensitivity of the subject matter as well as the lack of trust among the target population for professionals and officials of the "square" world, the credibility of the interviewers was of critical importance. Because the interviewers reflected the makeup of the sample, their credibility was established. They could understand the subjects' jargon and lifestyle and established the immediate rapport necessary to create the kind of atmosphere conducive to the subjects' sharing of painful emotions and experiences. All interviewers participated in three weeks of intensive training, which covered interviewing techniques and the basics of research methodology. Emphasis was put on uniformity of presentation, common usage and definition of terms, uniformity of scoring, and sensitivity to the needs of the subjects.

A special instrument, the Sexual Assault Experiences Questionnaire, was developed for the purposes of the study. In its final form it had the following parts: (1) background information, (2) history of sexual assault during adulthood, (3) history of sexual exploitation during childhood, and (4) plans for the future. The second part of the questionnaire was administered to all subjects on the assumption that entry into prostitution effectively forced them to function as adults rather than children. The third part of the questionnaire was administered only to those subjects who indicated that they had been sexually abused as children. For each case of sexual exploitation, a series of questions inquired about the following: (1) age at time of first assault, frequency of assault, witnesses to the abuse, reporting of the abuse, and action taken as a result of reporting, (2) the relationship of the assailant to the victim, his approximate age, and his use of alcohol and drugs, (3) type of force used and sexual acts involved, and (4) the physical and emotional states of the victims and their attitudes toward men, themselves, and sex after the exploitation and the effect of the abuse on the victims' decision to enter prostitution. The whole series of questions was repeated separately for each male who had sexually molested the subject in her youth.

Sample

Two hundred current and former female prostitutes in the San Francisco Bay Area served as subjects in the study. Public service announcements and distribution of leaflets and cards were the major methods of recruitment. Many came through informal word of mouth. All subjects volunteered to take part in the study.

The questionnaire was individually administered to the 200 street prostitutes. Responses to questions posed by the interviewers were coded directly into categories on the questionnaire during the course of the interview; responses were also tape recorded and transcribed. Interviews lasted from two to four hours, depending on the number of incidents

CCC Code: 0037-8046/83 $1.00 © 1983, National Association of Social Workers, Inc.

of sexual abuse reported by the subject.

The mean age of the subjects was 22. The youngest subject was 10; the oldest, 40. Seventy percent of the current prostitutes were under 21; about 60 percent were 16 and under; many were 10-13 years old. Seventy-eight percent became prostitutes as juveniles.

Sixty eight percent of the subjects were white; 18 percent, black; 11 percent, Hispanic; 2 percent, American Indian; and 1 percent, Asian. Sixty-eight percent were single and had never married, 22 percent were divorced, separated, or widowed; and only 10 percent were either married or living under common law. Although two thirds of the sample came from families of middle or higher incomes, the average financial situation of all the subjects interviewed was described as "just making it."

RESULTS

Results of the study documented high levels of victimization of street prostitutes before and following their entrance into prostitution. Sixty percent of the subjects were sexually exploited as juveniles by an average of two males each. (This mean included as many as eleven abusers.) Over an average period of twenty months, each abuser assaulted the child an average of two or three times (one time, 30 percent of the subjects; two or three times, 20 percent; repeatedly, 49 percent; cannot ascertain, 1 percent). Victims ranged in age from 3 to 16, with the mean age of victimization being 10 years. Two-thirds of the women were sexually abused by their fathers or surrogate fathers: 33 percent of the women were sexually abused by their natural fathers; 30 percent, by their stepfathers or foster fathers; and 4 percent, by their mothers' common-law husbands. Twenty-eight percent were sexually abused by their brothers; 17 percent, by their uncles; 15 percent, by other relatives; 31 percent, by friends of the family, neighbors, and acquaintances; and 10 percent, by strangers.

The average sex abuser was in his thirties. Fifty-eight percent of the subjects indicated that the abusers were drinking or using drugs when the sexual exploitation occurred, and 14 percent were unsure whether the abusers were under the influence. Fifty-four percent reported that it was usually dark outside, and 7 percent were unsure. Of the 17 percent who revealed that there were witnesses to the abuse, 98 percent indicated that no one came to their aid. When the subjects were asked to explain why they were left unprotected, they often responded that "he was the one supposed to do the protecting."

In 81 percent of the cases, some sort of force was used: physical force, 25 percent; emotional coercion (either promises or threats), 23 percent; and both emotional and physical force, 33 percent. On the average, four acts of force were involved in each case of abuse. Yet in some cases, as many as eleven acts of force were used. The most frequent act of force used by the abuser was holding the girl down, which occurred in 61 percent of the cases. Other frequent coercions were the following: promising love and implying that sexual intercourse was a show of love (48 percent of the cases), implying that sexual relations was her duty if she loved him (44 percent), and verbally threatening her (40 percent). In 31 percent of the cases, the abusers hit or beat the girls; in 29 percent, they squeezed or twisted the girls' arms; in 25 percent, they threatened to withdraw love; in 22 percent, they locked up the girls; and in 1 percent, they used a weapon.

Fifty-nine percent of the subjects reported that there was vaginal penetration with the penis; 6 percent, vaginal penetration with an object; 10 percent, anal penetration with the penis; and 5 percent, anal penetration with an object. Thirty-six percent of the incidences of abuse involved fellatio; 43 percent, masturbating the man; 13 percent, cunnilingus; 32 percent, masturbating the girl; 49 percent, fondling the breasts and genitals; 20 percent, kissing lips; and 2 percent, pornographic picture taking.

The subjects reported that the sexual exploitation often produced severe physical harm. Sixty-eight percent received bruises, 51 percent suffered cuts, 19 percent suffered shock, 3 percent had broken bones, and 2 percent had concussions. The vast majority of the young victims lost their virginity through the sexual exploitation. Five percent of the victims became pregnant, 10 percent got a venereal disease, 26 percent required medication, and 26 percent required medical follow-up.

The immediate emotional harm reported by the victims was also severe: "I felt disgusted by sex," "I felt dirty," and "I felt terrible" were most frequently mentioned. The average response was "terrible": $\bar{X} = 1.4$ (1 = terrible; 5 = good). Only 1 percent of the women reported feeling good or feeling loved. At the time of the assault, 73 percent were frightened during the experience, 53 percent felt disgusted by sex, 56 percent were confused and shocked and did not know how to react, 49 percent hated their abusers, 44 percent felt guilty and thus blamed and hated themselves, 41 percent cried, 40 percent became afraid of men, 11 percent tried to forget the exploitation, and 9 percent felt nothing. In addition, 91 percent believed that there was nothing they could do about the exploitation. When asked why they believed this, 55 percent reported that they did not know what to do, and 36 percent indicated that they were afraid of the repercussions or were too ashamed to do anything about it.

A series of questions inquired about the long-term effects the experience had on the way the subject felt about herself, about men, about sex, and about someone else in the family (usually the mother). Only 1 or 2 percent of the subjects responded positively to each question. All the rest of the subjects reported negative feelings about themselves ($\bar{X} = 1.6$), about men ($\bar{X} = 1.4$), about sex ($\bar{X} = 1.6$), and about their mothers ($\bar{X} = 1.8$). Furthermore, in response to the question inquiring about the effect of the abuse on the victims' decision to become a prostitute, 70 percent reported that the exploitation affected their decision.

In 17 percent of the cases, the girls ran away from home to avoid the sexual abuse; in 2 percent, they tried to commit suicide. Only 1 percent went to court, 1 percent tried to hurt the abusers physically, and 4 percent tried to hurt them in other ways, such as writing hurtful letters.

In 63 percent of the cases, the subject never told anyone about the sexual exploitation until the present study. Of the 37 percent who did tell, 68 percent of them told their mothers; 26 percent told siblings, other relatives, or friends; 2 percent discussed the exploitation with teachers; 2 percent reported it to the police; 1 per-

> *The few girls who dared discuss their abuse were often confronted with blame and shame and, in most cases, inaction.*

cent told social workers; ¼ percent told people who worked in the medical field; and ½ percent discussed it with members of the clergy. Respondents indicated that of the people who were told (1) 12 percent expressed sympathy for them, (2) 45 percent voiced their anger toward the abusers, (3) 32 percent showed hostility toward the victims, (4) 26 percent responded in disbelief, and (5) 9 percent were ashamed of the victims. In 9 percent of the cases, there was no response. Fifty-eight percent of the women reported that telling about their sexual exploitation had a bad effect on their relationship with the person who was told. The average score on the item inquiring about this relationship was 2.2 (1 = very bad effect; 2 = bad effect; 3 = mixed effect; 4 = good effect; 5 = very good effect). In addition, 52 percent of the subjects felt that the people they told about the sexual exploitation were disappointed in them, and 49 percent felt that the people they told blamed them for the incident.

In only 21 percent of the cases did the abuse stop after the girl told someone about the exploitation. In 42 percent of the cases, no action was taken; in 22 percent, telling resulted in some other action such as moving to another city; in 5 percent, the family broke up; in 4 percent, the man was punished by the courts, either for the exploitation or for another crime for which the mother turned him in; in 2 percent, the girl was punished; in 2 percent, an authority or doctor was notified; and in 2 percent, the information was shared with other people, but no action resulted. Thus, the few girls who dared discuss their abuse were often confronted with blame and shame and, in most cases, inaction as well.

DISCUSSION

In the present study, only 10 percent of the subjects were abused by strangers. De Francis found that the sexual abuser is a stranger in 25 percent of the cases.[4] That a significantly smaller number of subjects in the present study reported being sexually abused by strangers is important in light of those studies reporting that sexual assault by a stranger seems to result in fewer psychological difficulties for the child.[5] One reason that may explain the latter finding is that sexual abuse by a stranger is likely to be a one-time occurrence. In contrast, intrafamilial abuse is likely to continue over an extended period of time (and indeed the abuse in the present study was repeated over an average period of twenty months). Weisberg et al. noted that frequently the abuse terminates only upon disclosure, intervention by the authorities, or the victim's marrying or leaving home for some other reasons.[6] In the present study, running away was often the only way the subject could escape the abuse at home. Indeed, most of the victims never told anyone about the abuse until the interview. Only 1 percent reported the abuse to a social worker, and only 2 percent reported it to the police.

In contrast to the prevalence of force in the incidents of sexual abuse reported in the present study (an average of four acts of force per victim), some of the prior research described the victim as a passive or seductive partner in the abuse. For example, Radzinowicz reported that the victims in 66–95 percent of all the sex offenses "encouraged" the offenders.[7] Gagnon described victims of sexual abuse as having a "collaborative role" in 8 percent of the cases.[8] Weiss et al. noted that the victims fully participated in 60 percent of the offenses, and Glueck described 31 percent of the victims as seducers.[9] In addition to the quantitative data reported in this article, a content analysis of the qualitative data (lengthy descriptions of 178 of the 200 prostitutes) stands in clear contrast to the literature that reports on the collaborative role of the victim.

There is little systematic evidence about the short- and long-term effects of sexual exploitation on children; what literature does exist opens the subject to conflicting interpretations. Gager and Schurr reviewed the expert opinions in the field which hold that negative effects have been exaggerated.[10] Some of these experts argue that sex relationships between a young child and an adult may be beneficial to the child, that overt incest would be less harmful to victims' personality development than repressed incestuous desires, and that the sexual exploitation of children before puberty has less chance of causing psychological damage than exploitation after puberty.[11] In contrast, the results of the present study document the high prevalence of physical and emotional harm and the negative attitudes toward men, sex, and self produced by the sexual abuse.

There is, however, research data that support the present study's findings. For example, De Francis, in his study of more than 250 cases of sexual abuse, reported that 67 percent of the children were emotionally damaged by the experience, that 14 percent were extremely disturbed, and that 11 percent became pregnant. Tormes studied twenty victims of incest and found that all the victims were severely oppressed by the experience and showed symptoms of depression, low self-esteem, and a heightened sense of guilt.[12] Kaufman, Peck, and Tagiuri administered psychological tests to seven girls who were sexually abused and found that although the victims presented a facade of adjustment and stability, they were often depressed and felt responsible for family disruption after their mothers' discovery of the incest.[13] Confusion over their sexual identity and a fear of sexuality were also found among the young women.

The negative impacts of the sexual exploitation were evident in the subjects of the present study even at the time of the interview, which in many cases took place years after the abuse. Similar long-term effects of sexual

abuse of children were reported in the literature.[14] It is interesting to note that (1) most of the studies that found long-term negative effects of sexual abuse were recent studies that involved a large number of cases and (2) those that found no negative impacts of rape were done in the 1950s and often involved psychoanalytic reports of a small number of cases. The most frequently cited long-term effects included bitterness, hostility, and distrust toward adults; severe conflicts involving guilt, shame, and depression; behavioral disorders; psychiatric illness; and disturbance in the behavior of victims as parents such as the mistreatment of their children.

Another characteristic noted in the literature is a tolerance or seeking out of relationships in which one is victimized. Meiselman found that women who were abused during their childhood were willing to tolerate mistreatment, which allowed them to endure abusive relationships with husbands and boyfriends.[15] The present study found a similar pattern but suggested that the willingness of subjects to endure abusive relationships (such as those with pimps and with customers) is related to a developed sense of "psychological paralysis" in which the subjects have been unable to make sense of a series of early abuses and therefore react with inaction, depression, and self-blame. As the abuses continue and as their ability to make sense of them diminishes, the women retreat into a totally passive role in which they feel powerless, out of control of their life, debilitated, and psychologically paralyzed.

Several studies noted the characteristics of promiscuity, sexual problems, and homosexuality among women who were sexually abused as juveniles.[16] The present study corroborates these findings. For example, 60 percent of the subjects were considered promiscuous while juveniles. Seventy percent of the subjects felt that the sexual abuse affected their decision to become a prostitute. Yet it is important to remember that because there was no control group in the study (that is, children who may have been abused but did not become prostitutes), the study could not show that sexual abuse *leads* to prostitution.

The present study also found that sexual abuse affected sexual preference. Only 8 percent of the subjects in the present study were lesbians, but of those who reported being lesbian, 60 percent were sexually exploited as juveniles. The influence of early sexual abuse as a contributing factor to homosexual orientation was noted by Meiselman, Weisberg et al., and Kaufman, Peck, and Tagiuri.[17]

More significant than the relationship between the sexual exploitation of juveniles and homosexuality is the relationship between asexuality and such exploitation. In the present study, 14 percent of the subjects reported being asexual; moreover, of those subjects who were asexual, 96 percent were sexually abused as juveniles. Similar findings were found when the frequency of orgasm was reported. Close to 50 percent of all the subjects in the study reported almost never reaching an orgasm.

IMPLICATIONS

The study's findings document an urgent need to provide services for juvenile victims of sexual exploitation. There is little literature devoted to interventions exclusively for juveniles who have been sexually exploited. The majority of the existing literature is devoted to family treatment for victims of incest.[18]

Findings of the present study suggest different points at which victim-oriented intervention services are needed: (1) at the time of the exploitation (medical and psychological service should be provided within a supportive and caring environment whenever abuse is suspected) (2) at the time the juvenile runs away from home because of sexual exploitation (at bus depots, where juvenile runaways often are recruited for prostitution, outreach workers are needed to offer them counseling and alternative options), and (3) at the time a juvenile street prostitute experiences sexual abuse (counseling and social support services should be available). The social worker who treats street prostitutes can assume they have a pattern of disturbed growth marked by physical, emotional, and sexual abuses and can help them share these experiences as the first step in therapy.

A critical area for social workers is the treatment of the psychological paralysis that underlies the inability of prostitutes to leave their self-destructive lifestyle. Before prostitutes can take advantage of behavioral or environmental changes, they must learn to develop a sense of control over their lives. Recovery from the sense of paralysis requires a gradual reestablishment of feelings of personal power over some aspects of life, knowledge that their actions can affect outcomes, and the replacement of helplessness with a sense of control. The study suggests that the first focus of the social worker with this population be on the development of personal control and ability to exercise options to mitigate the sense of psychological paralysis that prevents clients from taking advantage of positive opportunities.

Mimi H. Silbert, Ph.D., is President, Delancey Street Foundation, San Francisco, California. Ayala M. Pines, Ph.D., is Research Associate, University of California at Berkeley. *The research on which this article is based was sponsored through the Delancey Street Foundation by the National Center for the Prevention and Control of Rape, National Institute of Mental Health, Grant No. R01 MH 32782. The authors express thanks to Teri Lynch, Auristela Frias, JoAnn Mancuso, Charlotte Martin, and Alice Watson for their assistance in developing the instrument and in collecting the data.*

Notes and References

1. See, for example, James Garbarino and Gwen Gilliam, *Understanding Abusive Families* (Lexington, Mass.: Lexington Books, 1980); Richard Gelles, *Family Violence* (Beverly Hills, Calif.: Sage Publications, 1979); Blair Justice and Rita Justice, *The Broken Taboo* (New York: Human Sciences Press, 1979); N. Lustig et al., "Incest: A Family Group Survival Pattern," *Archives of General Psychiatry*, 14 (1966), pp. 31–40; and S. K. Weinberg, *Incest Behavior* (New York: Citadel Press, 1955).

2. See, for example, Ann Burgess and Lynda Holmstrom, "Sexual Trauma of Children and Adolescents: Pressure, Sex and Secrecy," *Nursing Clinics of North America*, 10 (1975), pp. 551–563; R. W. Medlicott, "Parent-Child Incest," *Australia and New Zealand Journal of Psychiatry*, 1 (1960), pp. 180–187; and G. Molnar and P. Cameron, "Incest Syndromes: Observations in a General Hospital Psychiatric Unit," *Canadian Psychiatric Association Journal*, 20 (1975), pp. 373–377.

3. See Susan Brownmiller, *Against*

Our Will: Men, Women and Rape (New York: Simon & Schuster, 1976); Diana Gray, "Turning Out: A Study of Teenage Prostitution," *Urban Life and Culture* (January 1973), pp. 401-425; and J. J. Peters, "Children Who Are Victims of Sexual Assault and the Psychology of the Offenders," *American Journal of Psychotherapy*, 30 (1976), pp. 398-421.

4. Vincent De Francis, *Protecting the Child Victim of Sex Crimes Committed by Adults* (Denver, Colo.: American Humane Association, 1969), p. 215.

5. See K. Weisberg et al., *Sexual Abuse and Exploitation of Male and Female Juveniles and the Juvenile Justice System* (Sacramento, Calif.: National Juvenile Justice System Assessment Center, 1979). Peters, "Children Who Are Victims of Sexual Assault and the Psychology of the Offenders"; and J. T. Landis, "Experiences of 500 Children with Adult Sexual Deviation," *Psychiatric Quarterly*, 47 (Winter 1974).

6. Weisberg et al., *Sexual Abuse and Exploitation of Male and Female Juveniles and the Juvenile Justice System*.

7. Leon Radzinowicz, *Sexual Offenses* (New York: Macmillan Co., 1957).

8. John H. Gagnon, "Female Child Victim of Sex Offenses," *Social Problems*, 13 (1965), pp. 176-192.

9. J. Weiss et al., "A Study of Girl Sex Victims," *Psychiatric Quarterly*, 28 (1958), pp. 1-27; and Bernard Glueck, *The Study and Treatment of Persons Convicted of Crimes Involving Sexual Aberrations: Final Report* (Albany, N.Y.: Department of Mental Hygiene, 1958).

10. N. Gager and C. Schurr, *Sexual Assault: Confronting Rape in America* (New York: Grosset & Dunlap, 1976).

11. For each argument see, respectively, John Woodbury and Elroy Schwartz, *The Silent Sin* (New York: New American Library, 1971); M. W. Racovsky and A. Racovsky, "On Consumed Incest," *International Journal of Psychoanalysis*, 31 (1950), pp. 42-47; and P. Sloane and Eva Karpinski, "Effects of Incest on the Participants," *American Journal of Orthopsychiatry*, 12 (1942), pp. 666-673.

12. Yvonne M. Tormes, *Child Victims of Incest* (Denver, Colo.: American Humane Association, 1968).

13. Irving Kaufman, A. Peck, and C. Tagiuri, "The Family Constellation and Overt Incestuous Relations between Father and Daughter," *American Journal of Orthopsychiatry*, 24 (1954), pp. 266-277. *ety*, 2 (1977), pp. 735-756; and Molnar and Cameron, "Incest Syndromes."

14. See, for example, J. Herman and L. Hirschman, "Father-Daughter Incest," *Journal of Women in Culture and Society*, 2 (1977), pp. 735-756; and Molnar and Cameron, "Incest Syndromes."

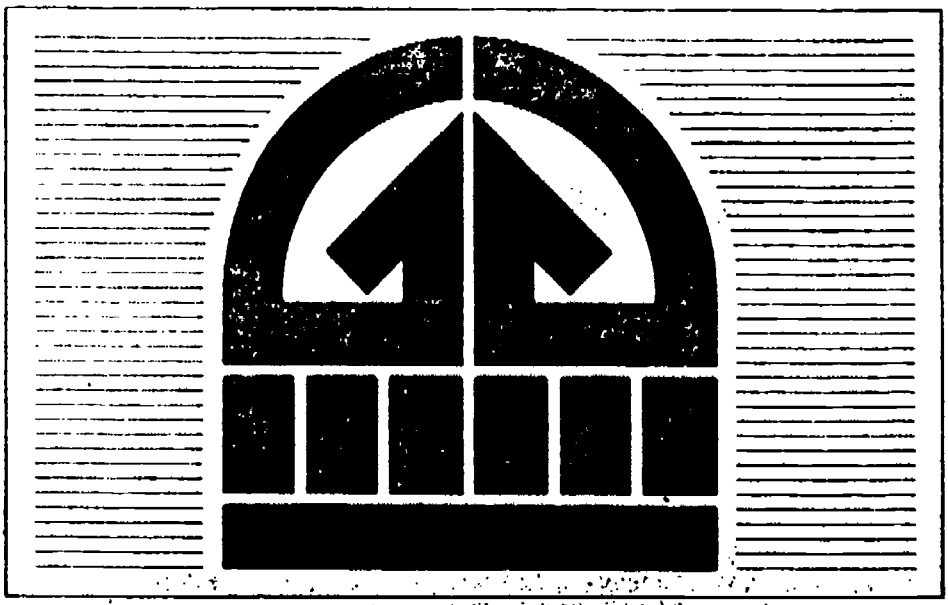
15. Karin C. Meiselman, *Incest: A Psychological Study of Causes and Effects with Treatment Recommendations* (San Francisco: Jossey-Bass, 1978).

16. Weisberg et al., *Sexual Abuse and Exploitation of Male and Female Juveniles and the Juvenile Justice System*; Jennifer James and M. J. Meyerding, "Motivations of Women for Entrance into Prostitution" (mimeographed by the author, 1976); and Maura Grace Crowley, "Female Runaway Behavior and Its Relationship to Prostitution," unpublished master's thesis, Institute of Contemporary Corrections and the Behavioral Sciences, Sam Houston State University, Huntsville, Tex., 1977.

17. Meiselman, *Incest*; Weisberg et al., *Sexual Abuse and Exploitation of Male and Female Juveniles and the Juvenile Justice System*; and Kaufman, Peck, and Tagiuri, "The Family Constellation and Overt Incestuous Relations between Father and Daughter."

18. See P. Machotka et al., "Incest as a Family Affair," *Family Process*, 6 (1967), pp. 98-116; H. Giaretto, "Humanistic Treatment of Father-Daughter Incest," in R. E. Helfer and C. H. Kemp, eds., *Child Abuse and Neglect* (Cambridge, Mass.: Ballinger Publishing Co., 1976); and S. McCombie et al., "Development of a Medical Center Rape Crisis Intervention Program," *American Journal of Psychiatry*, 133 (1976), pp. 418-421. ■

STATE LEGISLATIVE REPORT



Human Resources Series

SEXUAL EXPLOITATION OF CHILDREN AND YOUTH

Vol. 8, No. 6 October, 1983

by

Shelley A. Friend

An Information Service of the National Conference of State Legislatures
1125 17th Street, Suite 1500, Denver, Colorado 80202. Earl S. Mackey, Executive Director

STATE LEGISLATIVE REPORT

"Federal Routing of Radioactive Materials: Issues for the States" (Vol. 7, No. 1)	January, 1982
"Runaway Youth: Government Response to a National Problem" (Vol. 7, No. 2)	February, 1982
"Plant Closing Legislation in the States" (Vol. 7, No. 3)	March, 1982
"Legislative Review of Administrative Rules: An Update" (Vol. 7, No. 4) (NOT AVAILABLE ON-LINE)	April, 1982
"Energy Efficiency in Buildings" (Vol. 7, No. 5)	April, 1982
"Status Offenders: Issues in Juvenile Justice" (Vol. 7, No. 6)	May, 1982
"Consent Calendars and Expediting Floor Work in State Legislatures" (Vol. 7, No. 7)	June, 1982
"Youth Alcohol Abuse" (Vol. 7, No. 8)	July, 1982
"Presidential Nominating Procedures" (Vol. 7, No. 9)	September, 1982
"State Public Works Programs For Job Creation" (Vol. 7, No. 10)	October, 1982
"Legislative Staff Salaries: 1982 Update" (Vol. 7, No. 11)	November, 1982
"Adolescent Abuse and Neglect" (Vol. 8, No. 1)	January, 1983
"Legislators Serving on Boards and Commissions" (Vol. 8, No. 2)	February, 1983
"The Cable Television-Computer Partnership" (Vol. 8, No 3)	March, 1983
"Fair Campaign Practices" (Vol. 8, No. 4)	April, 1983
"Highways: Financing For the Future" (Vol. 8, No. 5)	July, 1983

STATE LEGISLATIVE REPORT is published 12 to 18 times a year by the National Conference of State Legislatures' Legislative Information Services and Legislative Management Programs. It is distributed without charge to legislative leaders, council and research directors, legislative librarians, and selected groups for each issue. For further information on STATE LEGISLATIVE REPORT or how to obtain copies, contact Michelle Glastetter or Cindy Simon in Denver at 303/292-6600.

39-879 O - 85 - 28

Sexual Exploitation of Children and Youth

by

Shelley A. Friend

NCSL Youth Services Project

INTRODUCTION

Sexual exploitation of children--an insidious form of child abuse--is the focus of increasing concern in America. In the past six years, state legislatures have tried to respond to these concerns, however, the legislative approach has been piecemeal, primarily addressing definitional problems. Only one state, Georgia, has succeeded in passing what is viewed as a comprehensive legislative package dealing with pornography, and no state has passed in-depth laws to fight teenage prostitution.

This issue brief explores the problem of child pornography and teenage prostitution and examines some of the strategies federal, state, and local governments employ to address this social problem. It studies the approach taken in Georgia and, finally, it highlights innovative programs designed to assist teenage prostitutes.

THE PROBLEM

Scope. Experts disagree about the actual number of sexually exploited children and youth in our country because the business of sexually exploiting children is covert and data are difficult to gather and to substantiate. Estimates range from 300,000 to 1.2 million young Americans who are involved in commercial pornography or prostitution.[1] Available trend data indicate that juvenile prostitution is increasing, while commercial child pornography is decreasing. The two problems are interrelated, however.[2] Many times the activities of young prostitutes are filmed and sold to distributors.

Child pornography, sometimes called "kiddie porn," refers to films, photographs, magazines and books depicting children in explicit heterosexual or homosexual acts.[3] Producing, distributing and selling child pornography are the three key elements of the "trade." Researchers agree that commercially produced pornography for profit has declined. Some factors noted for the drop are:

- passage of the Protection of Children Against Sexual Exploitation Act of 1977 by Congress;
- some tougher state laws against child pornography;
- stricter enforcement of obscenity laws involving child pornography;
- increased media attention;

- tendency of juries to convict child pornographers more quickly than adult pornographers; and
- the ban of child pornography imports from Sweden and Denmark (the major overseas suppliers) in 1979.

While commercial "kiddie porn" has declined, many authorities concur that today child pornography continues to flourish underground through a network of pedophiles who trade, instead of sell, their goods.[4] Some law enforcement agencies have not considered non-commercial child pornography a high priority.

Statistics on teenage prostitution are difficult to obtain because of the unwillingness of the people involved to disclose any information. It is agreed, nonetheless, that the incidence of teenage prostitution has increased.[5] Possible reasons for the increase include high unemployment among youth, lack of education and information about prospective jobs, and dissolution of the family support structure.

Characteristics of the Victims. Current research reveals that young prostitutes and victims of child pornography share some of the same characteristics. Typically, these children are:

- between the ages of eight and 17;
- from families where one or both parents are absent and parental supervision is lacking;[6]
- from unhealthy home environments which often lack strong religious or moral structure; and
- from low socio-economic backgrounds.

Often, victims of sexual exploitation are runaways, underachievers, or abused and neglected children. Young girls involved in prostitution frequently have experienced rape or incest. Boys in prostitution usually have no previous homosexual experience.[7]

Characteristics of Perpetrators. Child pornography depends on people, known as pedophiles, who are stimulated by sexual activities with children. Research has shown that pedophiles do not fit into the stereotype of the "dirty old man." Many times they are young or middle-aged adults and are married or have sexual involvement with adults. Some people believe sex offenders physically injure the young victims and are heavily involved with drugs and alcohol, however these myths are false. Pedophiles are stimulated when they control, rather than hurt, the child, and data indicate that they are usually not intoxicated. With younger children, a pedophile usually earns a child's confidence by buying gifts and enticing the child into compromising situations.

FEDERAL ACTIVITIES.

Prior to 1977, few laws, either federal or state, existed to combat the problem of child pornography and prostitution. Today, federal legislation addresses interstate trafficking of child pornography and a 1982 U.S. Supreme Court case clears the way for strong state laws to combat pornography.

Congressional Action. In 1978, the Congress enacted the Protection of Children Against Sexual Exploitation Act to extend federal authority to prosecute distributors and producers of child pornography.[8] Through federal controls of the postal service and interstate commerce, Congress outlawed much of the production, mailing, and trafficking of child pornography. This legislation also prohibits transporting children across state lines for sexual exploitation. The law provides for stronger sanctions against those sexually exploiting young people for financial gain. It does not, however, address the issue of pedophiles who exchange, rather than sell, their products.

More recently, the U.S. Senate passed amendments which would extend coverage of the act to non-commercial and non-obscene pornography. (The obscenity standard was established by the U.S. Supreme Court case Miller v. California, 413 U.S.15 (1973), which requires proscribed material be judged by "contemporary community standards, taken as a whole.") The amendments would raise the fine applicable to offenses, raise the age limit of the exploited children from 16 to 18, remove the obscenity requirement, and prohibit shipping any child pornography across state lines. This bill is currently in the House Judiciary Committee.

Court Decision. In 1982, The U. S. Supreme Court in New York v. Ferber, 102 S.Ct. 3348, unanimously affirmed the constitutionality of state laws which outlaw dissemination of films and other materials depicting children engaging in sexual conduct regardless of whether the material is legally obscene.[9] The Ferber decision clarified the issue of prohibiting child pornography which had been unresolved in earlier federal court cases. Paul Ferber, owner of a Manhattan bookstore specializing in pornography, was indicted for: promoting a sexual performance by a child and promoting an obscene sexual performance by a child. The jury acquitted him on the charges of promoting obscene sexual performance by a child, but found him guilty of promoting a sexual performance of a child. New York's Court of Appeals ruled that the law that prohibits promoting non-obscene sexual performance by a child violates the First Amendment. The Supreme Court, however, upheld the state's statute. Supreme Court Justice Byron White, speaking for the court, said that using children as subjects of pornographic materials "is harmful to the psychological, emotional, and mental health of the child" and that preventing "sexual exploitation and abuse of children constitutes a government objective of surpassing importance." This decision allows states to strengthen their state laws with regard to the obscenity requirement, prohibit non-commercial pornography, and permit the exploited children to sue for damages.

STATE PERSPECTIVE

The states have followed the federal government's lead to curb sexual exploitation of children and youth. Today, almost every state has passed laws to battle the problem. However, few states have comprehensive laws addressing child pornography or teenage prostitution.

This section will review state statutes affecting pornography and prostitution, describe innovative state approaches, and detail the comprehensive package recently passed in Georgia.

Pornography Laws. As of 1980, 11 states had statutes covering the four categories of offenders in pornography cases--producers, coercers, distributors, and parents. These states are Arkansas, California, Connecticut, Illinois, Maine, New Jersey, New York, Oklahoma, Texas, West Virginia, and Wisconsin.[10] Forty-eight states (all but Vermont and Wyoming) hold producers of pornography criminally liable, and most states outlaw coercion of children.[11] Only a few states, however, allow for the prosecution of parents as violators for pornography activities. A total of 32 states follow federal law by specifically holding distributors responsible for promoting child pornography. (Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, Florida, Hawaii, Illinois, Indiana, Kentucky, Louisiana, Maine, Massachusetts, Michigan, Minnesota, Mississippi, Montana, Nebraska, New Hampshire, New Jersey, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Tennessee, Texas).[12]

Prostitution Laws. State laws on child prostitution usually cover procuring, causing, encouraging, soliciting, advancing or aiding any child under the majority age (which may range from 18 to 21) for the purpose of prostitution. Many times each aspect of prostitution is prosecuted as a different offense, and therefore the guilty adult may be subject to stiffer punishment.[13] Some states base the class or the seriousness of the offense on the age and activity of the child. The child is usually considered delinquent, rather than a violator of a status offense. Many law enforcement officers, nonetheless, try to charge the youth with running away, or violating a curfew or other status offense, as a means to refrain from labeling the offender as a prostitute.

Many states provide penalties for people who promote, advance or profit from prostituting another person. The person who financially benefits by child prostitution is more likely to receive stricter punishment. States differ, though, on whether or not a permissable defense is that the defendant believed the prostitute was not a minor. A majority of these criminal offenses are felonies with prison terms ranging from one year to life imprisonment. The average prison sentence is ten years. Fines also vary from $1,000 to $50,000 with an average of $10,000 for felony convictions. A few states consider child prostitution a misdemeanor and provide for minimal penalties of less than one year and $1,000.[14]

Innovative Approaches. Generally, the more innovative state strategies have been aimed at strengthening and clarifying laws, solving evidentiary questions, and mandating administrative changes:

- Under its child labor law, Idaho prohibits the employment of children in productions depicting sexual conduct.[15] The legislature, in 1979, also strengthened penalties for any activities which involve sexual exploitation of minors. Child labor laws provide an additional avenue for prosecuting and penalizing pornographers.
- Maryland and Hawaii have clarified their statutes on child pornography. Maryland, in 1980, amended its child abuse laws to prohibit using or permitting a child to perform in a sexually explicit act.[16] Hawaii defines the distribution of child pornography as promoting child abuse.[17] Including sexual abuse and exploitation in state child abuse laws allows existing social service programs to be expanded to assist victims of sexual

exploitation.

- Following legislation in 1980, Arizona's criminal code now lists separate offenses outlawing child sexual exploitation.[18] The greater number of offenses increases the likelihood of successful prosecution and stiffer penalties on some aspect of sexual exploitation.
- In 1983, Utah state legislators redefined sexual exploitation of children as a second degree felony under the state criminal code and specified that material which sexually exploits children is not protected under the First Amendment of the U.S. Constitution.[19] This addresses evidentiary problems by abolishing the defense that a perpetrator of child pornography enjoys the First Amendment's protection of freedom of speech or press.

Georgia. In 1983, Georgia became the first state to pass what is considered a comprehensive legislative package combatting pornography. The reason Georgia's legislation is viewed as comprehensive is because it addresses multiple aspects of the pornography question, whereas most other states tackle only one part of the issue. The legislation's provisions address:

- keeping sexually explicit materials away from young people;
- keeping pornographers from taking advantage of children and youth;
- setting strong penalties for using minors in any type of sexually explicit or lewd performances, photographs, movies, plays, or anything of similar nature; and
- prohibiting parents, guardians, or a person with custody of a minor to allow the young person to either assist or engage in sexually explicit conduct for performance purposes.

Violators may be subject to imprisonment from three to 20 years and may be fined up to $20,000. Effectively, this doubles the previous maximum penalty which had been one to ten years in prison and up to a $10,000 fine.[20]

OPTIONS FOR A COMPREHENSIVE APPROACH

The problem of sexual exploitation of young people may be addressed by state legislators from a variety of perspectives, and the following proposals, which have been highlighted in the previous state examples, might be considered as state legislators review initiatives on child pornography and prostitution:

Strengthen Laws

- Prohibit any sexual acts with children and all child pornography, including non-obscene and non-commercial;
- Strengthen penalties for crimes against children (i.e., rape, incest, sexual abuse, indecency and harm) and crimes contributing to delinquency;
- Criminalize participating in selling or producing child pornography or inducing a minor to engage in any sexual performance;
- Regulate "adult" bookstores through licensing, auditing, and comprehensive recordkeeping;

- Toughen child labor laws to make minors less vulnerable to pornographers;
- Require film processors to report and turn over negatives of sexually exploited children to law enforcement officials;
- Confiscate assets of people who have earned their investment money illegally (i.e., prostitution, pornography, drugs);
- Regulate modeling or photography studios who employ children:
- Allow victims to sue perpetrators for damages and attorneys' fees and to obtain an injunction against selling or distributing the pornography.

Clarify Laws

- Redefine state laws on obscenity or pornography in light of the Ferber decision;
- Separate penalties for offenses which sexually exploit minors;
- Include sexual abuse of children in child abuse statutes;
- Increase and clarify responsibilities of juvenile courts;
- Treat all sexual exploitation offenses involving minors as "obscene" using the community standard provisions of the Miller decision and establish strong sanctions.

Solve Evidentiary Questions

- Increase the age limit of children who are protected by anti-pornography laws to the age of majority;
- Allow expert witness to establish age of child victim and do not require prosecutors to establish identity of victim;
- Eliminate, as a defense, arguments that the perpetrator had a lack of knowledge of the child's age or consent of the child, parent, or guardian.

Administrative Changes

- Develop prevention and public information programs to inform all citizens, including children, of the severity of sexual exploitation. This may be done through the schools and other appropriate vehicles;
- Ensure the service delivery system includes crisis intervention and rehabilitative or treatment programs for the victims;
- Mandate child protective service or law enforcement agency to report suspected sexual abuse or exploitation to prosecutors;
- Require the state department serving young people to assume immediate custody of sexually abused victims.

PROGRAMS FOR VICTIMS

A number of programs address the specific needs of young victims of sexual exploitation. While most of these are local programs, they receive financial and programmatic support from the state or federal governments. Programs provide outreach, residential protection, therapy, referral, community education, and coordination involving multi-disciplinary professionals.

The federal government plays a major role in funding these projects. In addition to the programs discussed below, the Department of Health and Human Services is supporting new programs dealing with prostitution in Seattle, San Francisco, New York City, and Charleston, W.V.

The Chrysalis Project in Denver, Colorado, is a highly specialized outreach and residential treatment program for young people between 12 and 18 who are either vulnerable to or engaged in prostitution. The trained professionals who staff the project offer a broad range of therapeutic services to help youth consider alternatives to prostitution. Referrals come primarily from law enforcement officers, juvenile judges and public educators.

An estimated 90 to 95 percent of the clients were sexually abused between 3 and 12 years of age. Almost all come from violent, dysfunctional families with a high level of drug and alcohol abuse. Many of the young people come to the project with medical problems. Because of these factors, these youth initially may be involved in truancy, running away, stealing, and lying. Chrysalis maintains that these behavior patterns indicate the client's attempt to obtain recognition or gratification, regardless of their needs for protection, affection, attention, and love.[21]

Project LUCK (Link Up the Community for Kids) of Portland, Oregon, which receives federal funding, provides direct services to juvenile prostitutes, coordinates community group services, promotes public awareness, and offers special training for professionals and volunteers in the metropolitan area. The project comprises the following parts: street outreach, residential services, employment, education, counseling, Big Brother/Big Sister Program, interagency coordination of services, and preventive and public education. Through Project LUCK, local governments, youth service agencies, schools law enforcement officials, and citizens have united to specialize and increase services to street youth from 10 to 18 years old. They have developed prevention curricula for middle-school children and presented information to the public about the causes and effects of prostitution of young people.

The children resorting to prostitution in Portland are basically runaways who are seeking a survival mechanism. Clients are referred to LUCK by the juvenile court and social service agencies, or may be contacted by the street outreach team. Clients are, in turn, sent to the most appropriate agencies in the community.[22]

Covenant House in New York City serves over 10,000 runaways, prostitutes and troubled young people each year. Staff provide food, shelter, medical care, vocational, educational, and family counseling, and legal advocacy to their clients. The average length of stay at Covenant House is two weeks. Afterwards, about 20 percent of the clientele return home to their parents, 20 percent move to a structured residence such as a foster home and 10 percent establish independent living arrangements; but, about half return to the streets. Covenant House receives federal, state, county and private monies.[23]

CONCLUSION

Many states have addressed the issue of sexual exploitation of children and youth. While few have passed comprehensive statutes, legislatures are beginning to deal with various aspects of the problem. Legal issues, evidentiary problems, definitional concerns, and service gaps remain. Given the opportunities opened by the U.S. Supreme Court decision in Ferber, state legislatures can play a significant role in combatting the problems of child pornography and teenage prostitution in America.

FOOTNOTES

1. Child Sexual Exploitation A monograph by the National Legal Resource Center for Child Advocacy and Protection. Published by the American Bar Association, Young Lawyers Division, Washington, D.C., Rev. Ed., April, 1983. p.4.
2. Senate Report No. 95-438, 95th Congress, 2nd session 5, reprinted in [1978] U.S. Code Cong. & Ad. News 40, 43.
3. Schultz, The Sexual Victimology of Youth, Section V, "The Child Sex Industry" (1980).
4. U.S. General Accounting Office, Report to the Chairman Subcommittee on Select Education--House Committee on Education & Labor, Sexual Exploitation of Children--A Problem of Unknown Magnitude, April 20, 1982 p.7.
5. Ibid.
6. Ibid. p. ii.
7. Urban and Rural Systems Associates, Pier 1 1/2, San Francisco, CA 94111, (415) 398-2040.
8. P.L. 95-225, 18 U.S.C. sec. 2251-2253.
9. 102 S.Ct. 3348 (1982)
10. American Bar Association, Young Lawyers Division Child Sexual Exploitation A monograph by the National Legal Resource Center for Child Advocacy and Protection, Washington, O.C., Rev. Ed., April, 1983, p.13.
11. Ibid.
12. Ibid.
13. Ibid, p. 10.
14. Ibid.
15. Idaho Code sec. 44-1306 (1979).
16. Md. Code Ann. Art. 27, Sec. 35A (Supp. 1980).
17. Hawaii Rev. Stat. sec. 707-750 to 751 (Supp. 1978).
18. Ariz. Rev. Stat. Ann. sec. 13-3552 (Supp. 1980).
19. Utah: HB 188. 1983 legislation
20. Georgia: HB429, 1983 legislation.
21. Author Interview with Elena Theos, Program Director, Chrysalis Project, Denver, Co., August 9, 1983.
22. Telephone interview with staff of LUCK, Portland, Oregon, August, 1983.
23. The Covenant Experience, pamphlet, Covenant House, 460 W. 41st St., N.Y., NY 10036, (212) 354-4323 n.d.

References

American Bar Association, Young Lawyers Division Child Sexual Exploitation a monograph by the National Legal Resource Center for Child Advocacy and Protection, Washington, D.C., Rev. Ed, April, 1983.

Arizona Rev. Stat. Ann. sec. 13-3552 (supp. 1980).

The Covenant Experience, pamphlet, Covenant House; 460 W. 41st St., New York, NY 10036, (212) 354-4323 n.d.

Campbell, Charles F., Jr., Judge, Texas Court of Criminal Appeals, Telephone Interview, Austin, TX, August 1983.

Georgia: HB 429, 1983 legislation.

Hawaii Rev. Stat. sec. 707-750 to 751 (supp. 1978).

Idaho Code sec. 44-1306. 1979.

Loken, Gregory, Executive Director of the Institute for Youth Advocacy, Covenant House, NY, NY, Telephone Interviews, August 1983.

Maryland Code Ann. Art. 27, sec. 35A (supp. 1980).

New York v. Ferber 102 S. Ct. 3348 (1982).

Project LUCK staff, telephone interview, Portland, Oregon, August 1983.

Schultz, L. The Sexual Victimology of Youth, C.C. Thomas, 1980.

Theos, Elena, Program Director, Chrysalis Project, Author Interview, Denver, Co., Aug. 4, 1983.

Urban and Rural Systems Associates, Pier 1 1/2, San Francisco, CA 94111 (415) 398-2040.

U.S. Congress Protection of Children Against Sexual Exploitation Act P.L. 95-225 18 U.S.C. sec. 2251-53.

U.S. General Accounting Office Sexual Exploitation of Children--A Problem of Unknown Magnitude, Report to the Chairman--Subcommittee on Education and Labor, April 20, 1982.

U.S. Senate Report No. 95-438, 95th Congress, 2nd session 5, reprinted in 1978. U.S. Code Cong. and Ad. News 40, 43.

Utah: HB 188, 1983 legislation.

For further information on this topic, contact Shelley A. Friend, Senior Research Analyst - Youth Services in the NCSL Denver Office at (303) 292-6600. NCSL maintains legislative and general resource information and would appreciate receiving updates of the information contained in this report.

This issue brief was made possible through a grant from the Youth Development Bureau, Department of Health and Human Services, Office of Human Development Services. Contract #90CY308/02.

YOUTH SERVICES PROJECT

PROJECT OVERVIEW

In September, 1981, the Youth Development Bureau (YDB) in the U.S. Department of Health and Human Services entered into a cooperative agreement with the National Conference of State Legislatures (NCSL) under which NCSL would provide information assistance to the nation's state legislatures. The goal of the NCSL's Youth Services project is to support the decision-making capacity of state legislatures in the area of youth services.

The project focuses on a broad range of youth services policy issues encompassing the child welfare and juvenile justice fields.

PROJECT OBJECTIVES

The project has three primary objectives:

(1) to share interdisciplinary information on services for vulnerable youth with state legislatures, state and local government agencies, and private and voluntary organizations;

(2) to provide linkages between programs servicing vulnerable youth and the state legislatures; and

(3) to establish a mechanism for systematically gathering and disseminating information on exemplary, cost-effective, and replicable models for delivering services to vulnerable youth.

PROJECT IMPLEMENTATION

The project is carried out through:

*General resource information assistance and research capabilities. NCSL maintains files of state activity concerning youth services and requests that state legislators and legislative staff send bill copies, updated information and relevant reports and articles on this subject to our Denver office c/o Michele Magri.

*On-site technical assistance to state legislatures. Formal assistance may take the form of expert testimony during pertinent hearings, while less formal assistance may include briefing meetings with legislators and legislative staff. State workshops geared to the needs of the states may also be arranged.

*A quarterly issue brief, feature article, and legislator's guide. These publications provide general and specific information on youth services.

*Concurrent session on youth services at the 1983 NCSL Annual Meeting.

*Nationwide Legislative Institute on Youth Services, April 7-9, 1983, Denver, Colorado.

PROJECT STAFF

The project manager is Michele R. Magri, who may be contacted in NCSL's Denver office at (303) 292-6600.

The federal project officer is Robert Radford, Youth Development Bureau, (202) 755-8208.

SPECIAL REPORT

Stolen Children

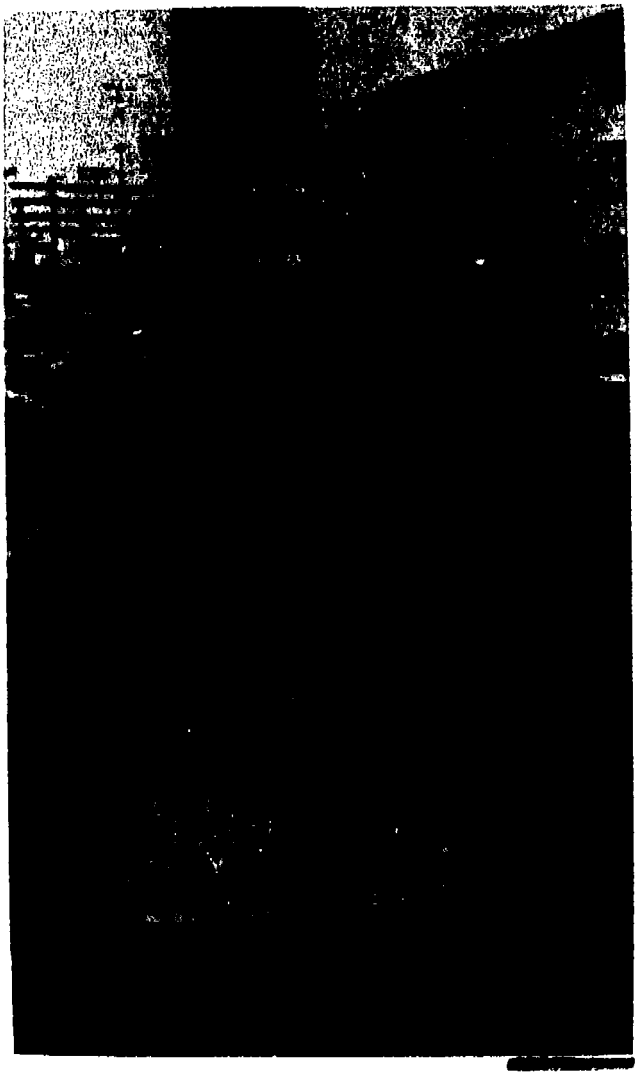
Thousands of youngsters are abducted by strangers—and only a few are ever found.

Has anyone seen Kevin Collins? Kevin is 10 years old and 4 feet 6 inches tall, with brown hair, green eyes and a cheerful disposition. When he vanished without a trace after basketball practice at St. Agnes School in San Francisco on Feb. 10, the assumption was that he had been abducted, and the city responded with all the shocked, if usually short-lived, attentiveness such outrages provoke. While San Francisco police conducted a massive, round-the-clock search for the missing boy, volunteers distributed more than 100,000 fliers carrying his picture, the school offered $2,000 for information leading to his return and Mayor Dianne Feinstein posted an additional reward of $5,000.

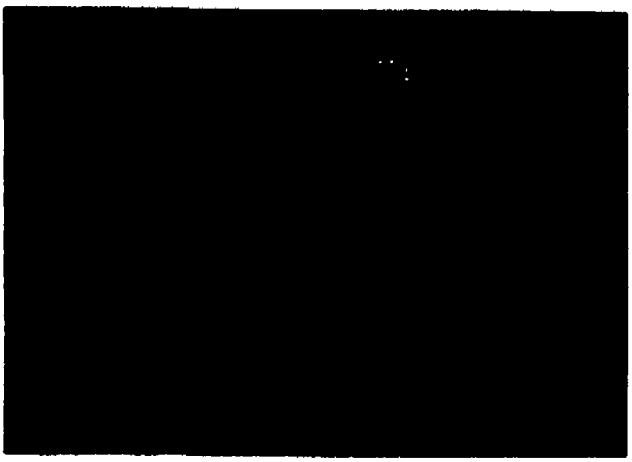
Kevin's parents, meanwhile, offered the only thing they could, a public appeal to his abductor that seemed all the more wrenching for the self-control it must have required. "We are not interested in seeking justice or punishment," said David and Ann Collins on local TV. "We are only interested in his safe return. We love our son and we need him." A month has passed without a hint of the boy's whereabouts.

Predatory Cruelty: Of the approximately 1.8 million children who are reported missing each year, 90 to 95 percent are likely to be runaways or youngsters abducted by a parent involved in a custody fight. By widely varying estimates, anywhere from 6,000 to 50,000 missing children are, like Kevin Collins, presumed to be victims of "stranger abduction," a crime of predatory cruelty usually committed by pedophiles, pornographers, black-market-baby peddlers or childless psychotics bidding desperately for parenthood. Only a few cases are solved. Even fewer stranger-abducted children are recovered alive.

Though they constitute the smallest portion of the missing-children phenomenon, they can be weighted at 10 times their number for the emotional havoc they leave in their wake. Noreen Gosch, of West Des Moines, Iowa, whose 12-year-old son, John David, vanished from his paper route on the morning of Sept. 5, 1982, recalls the sheer "physical pain" of the vigil. "Our hearts hurt, our stomachs hurt. We thought of him being tortured or murdered," she says. Eighteen months later Noreen still holds whispered conversations with her son's picture to steel herself for public talks about him: "Johnny, I know the percentages," she murmurs. "... But I also know you might be alive



Ann and David Collins: 'We are not interested in punishment, only in his safe return'



Gosch's parents in his bedroom: 'Johnny, I know the percentages, but you might be alive'

> ***"Our hearts hurt, our stomachs hurt," says Noreen Gosch. "We thought of [Johnny] being tortured or murdered."***

—and I'm *doing* some' ng about this."

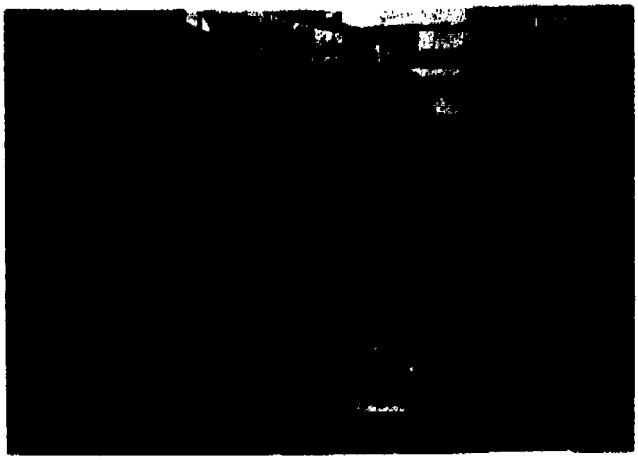
Until recent years it was one of the secondary shocks for parents of stolen children that they were alone in their crisis—and often nightmarishly thwarted by foot-dragging police departments, jurisdictional tangles and an FBI unable to enter a case unless there was clear evidence of an abduction. But things began to change about five years ago, when the disappearance of six-year-old Etan Patz from Manhattan's Soho neighborhood brought the considerable force of the New York media into play. Since then, interest in the subject has snowballed.

Fingerprint: To counteract what they regard as law-enforcement dawdling, self-help organizations—some of them founded by parents of victims—have sprung up to provide information and educational programs and lobby for stiffer laws against abductors; some communities have begun to fingerprint children and teach them how to protect themselves against potential abductors (page 80). On the national level, the case of Adam Walsh added to the growing public awareness. Adam, six, disappeared from a Sears store in Hollywood, Fla., on July 27, 1981; two weeks later his severed head was found in a canal 100 miles away. Last October, after NBC aired "Adam," a two-hour dramatization of the tragic case, the network showed pictures and data on 55 missing children. As a result, 14 of the children have since been found. (The program will be rebroadcast next month, with 41 new cases appended.)

It was the anguished testimony of Adam's father, John Walsh, before two Senate subcommittees that helped lead to the Missing Children's Act of 1982, which allows local police and parents appealing to the FBI to log local cases into the bureau's National Crime Information Center (NCIC) computer. (Public pressure has also forced the FBI to change its policies—they now enter cases after 24 hours on the assumption that the child has been transported across state lines.) Last month a Senate subcommittee began hearing testimony on a bill to strengthen the '82 act by providing funds for a national resource center on missing children, buttressed by a toll-free hot line. "Millions of children remain at risk, vulnerable to exploitation, abuse and murder," said Sen. Arlen Specter, the bill's cosponsor, as the hearings opened. "It is imperative that the federal government assume a more active role."

But in spite of increased legislative activity, the law-enforcement effort remains erratic and confused. Because the overwhelming number of the missing turn out to be runaways, police often avoid taking vigorous action until 24 to 48 hours have elapsed—long enough for an abductor to have escaped to another jurisdiction, where the search is apt to get low priority. Richard Ruffino, supervisor of the missing-persons bureau of the Bergen County (N.J.) Sheriff's Department (and himself a kidnapping victim when he was nine), says that overburdened police departments "will play the percentages if they have to. Up to age nine, I can't conceive of any agency that wouldn't go all out, immediately, for a missing child. But when it gets into the age of the so-called runaway zone, perhaps more of an individual determination comes into play."

False Leads: On the whole, police dread such cases. Kidnappings of children are distressingly easy to commit and notoriously difficult to solve: a stranger or a vaguely familiar neighborhood figure talks a child into accompanying him on some ruse, without attracting the suspicions of passers-by. The trail, if there is one, soon goes cold and the police investigation sinks under a crushing number of false leads. Says Jay Howell, a consultant to the Justice Department on missing- and exploited-children's cases: "The abduction of a child is often a friendly encounter leaving no evidence behind to suggest the nature of the disappear-



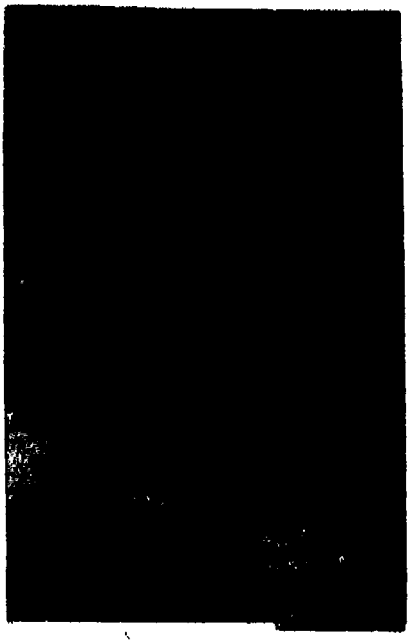
The Morts, where their son disappeared: 'The nightmare begins with chilling suddenness'

The Simple Rules of Safety

Dr. Spock's bible on child-rearing doesn't mention it, and parents usually avoid it entirely or never venture beyond the old axiom: "Don't talk to strangers." In fact, child psychologists agree that next to sex the most difficult subject for parents to discuss with children is kidnapping. But the need for a more sophisticated approach to the possibility of child abduction seems clear.

Experts believe that the best way to talk to youngsters about the problem without instilling undue fear is to give them "simple, direct messages" delivered straightforwardly and geared to individual age levels. "This should be like telling your child to finish all his vegetables," suggests Dr. C. Tomlinson Keasey, a professor of developmental psychology at the University of California, Riverside. To demonstrate what can be done in a potentially dangerous situation, parents can engage children in role playing or make a game of exercises in precaution. But adults should avoid giving children postabduction details. "It's the fire-drill syndrome," says Nancy McBride, an instructor at the Adam Walsh Child Resource Center in Plantation, Fla. "You teach kids what to do but not what would happen to them if they are caught in a fire."

Rights: Most important, children need to know that they have rights where adults are concerned, that the stranger who towers over them doesn't necessarily have the authority to tell them what to do. Ken Lanning of the FBI's Behavioral Science Unit calls this "assertiveness training for kids—teaching children that they have the right to say 'no'."



Police in a Massachusetts class: Knowing whom to call

Many tips provided by missing-children organizations and law-enforcement agencies seem obvious. But authorities stress that parents will often convey incomplete information. It is common, for example, for children to know their home-phone number but not their area code; they may have their street address down cold, but if asked where that is, they might just as easily say Minneapolis, Massachusetts or Milwaukee. To help increase a child's awareness of potential danger, parents should consider these general rules:

- Make sure your child knows his full name, address (including state) and telephone number (including area code) and how to reach the operator or make a long-distance call.
- Teach your child that a stranger is someone that he or you don't know or don't know very well. "Bad" strangers are people who want kids to go somewhere with them or want to give them a present, like candy or a puppy, or want to take their picture. Tell your child that if he meets any bad strangers he should tell you about them. Many experts offer even stronger advice: they say children should avoid strangers entirely.
- Tell your child that it is unusual for adults to ask children for help or for directions and that it is best to ignore them. If a stranger calls your child to a car, he shouldn't go near it. If he is followed by an automobile or on foot, he should run home, to the nearest public place or yell, "Help!" Children should not run and hide in a deserted place.
- Keep a copy of your child's fingerprints and be able to locate dental records. Take photographs every year (four times annually for children under two).
- Don't buy items with your child's name on them, such as T shirts or lunch boxes. Children will respond more readily to a stranger if they are addressed by name.
- Instruct your child never to answer the door when home alone or tell anyone over the phone that he is home alone.
- Outline what your child should do if he becomes separated from you. If separated while shopping, the child should not look for you but go immediately to the nearest checkout counter and ask a clerk for assistance. Tell him never to go to the parking lot.
- Never leave a child unattended in a car. Advise him to walk and play with other children if you are not around.
- Be sure your child's school or day-care center will not release him to anyone but you or someone designated by you. Set a code word with your child to be used as a signal if you send an unfamiliar adult to pick him up.
- Tell your child that no one has the right to touch him or make him feel uncomfortable or ask him to keep a secret from you.

Often, spurred on by tragic incidents in their own areas, parents are organizing outside the home as well. After a three-month-old infant girl was abducted from a day-care center in Grand Prairie, Texas, last September, the city council passed

ance. It is unique in law enforcement."

The nightmare can begin with chilling suddenness: Adam Walsh vanished during the eight minutes in which his mother says she left him alone in the toy department of a Sears store while she shopped for a lamp nearby. A security guard remembered throwing a rowdy group of older boys out of the store and admitted six-year-old Adam might have been among them. Beyond that, there was nothing but vague recollections of witnesses, including a 10-year-old who underwent hypnosis, of seeing Adam with a mustached man with a blue van. Two weeks later fishermen found Adam's head in a canal near Vero Beach.

Two-and-a-half-year-old Russell Mort disappeared on May 5, 1982, some time between 12:20 p.m., when his mother sent him to play outside their trailer in a Wheatfield, N.Y., mobile-homes court, and 12:25 p.m., when she poked her head out the door to check on him. By 5 p.m. around 500 people, plus the police, the volunteer fire department and a bloodhound were searching for him. The bloodhound traced his scent to a road leading out of the trailer park, and police have since followed leads in 21 states and Canada. But Russell is still missing, and Ruth Mort says she tries, at this stage, to keep her weeping down to "three times a week."

Kevin Collins finished basketball practice at San Francisco's St. Agnes School at 6 p.m. on Feb. 10. Then he and some schoolmates headed toward a truck driven by Paul

Max Winter—Picture Group

Fingerprinting in Iowa: Record keeping

stringent day-care-center regulations that are the model for state legislation, now pending. In Salt Lake City, where Arthur Gary Bishop is on trial, charged with the murder of five boys, ages 4 to 13, elementary schools have launched a program called "You're in Charge" to teach children about street safety and the ploys of would-be abductors.

Law-enforcement officials are convinced these measures can make a difference. "We need to make children comfortable about reporting situations when someone has approached them or touched them inappropriately," says Jay Howell, a former Senate investigator now serving as a consultant to the Justice Department on missing and exploited children. "If we can get that single message across to America, we will see a mushrooming in the investigation of these cases." If legislation now before Congress is passed, a national hot line will be established to assist in missing-children cases. Until then, parents interested in finding out about local programs should call Child Find Inc.'s toll-free number (800-431-5005) or contact their local school or police.

NIKKI FINKE GREENBERG with HOLLY MORRIS in Atlanta and bureau reports

SPECIAL REPORT

Fontana, the sixth-grade basketball coach, for a lift home. But Kevin never got to the truck, parked only a block away, and neither Fontana nor the other children have any idea what happened to him. One witness claimed to have seen him 15 minutes later at a bus stop, a block to the south. Two other witnesses say they saw him 15 minutes after that on a corner two blocks north standing near a man and a large black dog.

Since then, searchers have questioned around 2,000 people who live along the bus route Kevin sometimes took home. There have been scores of tips—some from psychics who are often called in on missing-person cases. One took them to an abandoned brewery, where they searched all 35 vats. There were three sightings in the Sacramento area: one woman saw a child resembling Kevin seated in a frozen-yogurt shop between two men; another saw him with two men in an old Chevrolet sedan loaded with camping gear. Police actually tracked the car down—none too swiftly, Kevin's parents complained—but the child was not Kevin. Meanwhile, David and Ann Collins sit at home, with their eight other children, waiting for news.

The wait can be excruciating. Almost five years and thousands of dashed hopes after their son Etan Patz disappeared on his way to his Manhattan school one spring morning, Stan and Julie Patz are in therapy, trying to regain some perspective on their lives. The once ubiquitous posters of Etan have disappeared, public interest has long since subsided, and although the police still check out leads (more than 1,000 in the past year alone, including one that took them as far as Israel), there has never been a real clue to his fate. "Don't think we're bricks," says Stan. "We're getting counseling and I think some kind of therapy is needed in a situation such as ours. What makes it more difficult than a mugging or a homicide is there is no resolution. We have no evidence he is dead and no evidence he is alive. The first week we couldn't eat, we didn't think we could survive one month without him. That in May it will be five years is something that when it started would have been inconceivable."

Blue Sedan: It is always inconceivable, the more so because it can begin, as Stan Patz says of Etan's disappearance, "with a very ordinary occurrence. He is late—very late coming home from school." John David Gosch still hasn't come home from the paper route he went out on in West Des Moines, Iowa, on Sunday morning, Sept. 5, 1982, although his miniature dachshund, Gretchen, did—"the only living thing" his mother believes, "that saw what happened to Johnny." There were no other direct witnesses to the event, but as private detectives pieced it together, the boy may have been seized by one of two men who approached him, one in a blue sedan and one on foot. "I grew up watching 'The FBI Story' with Efrem Zimbalist Jr. blazing across the screen as he solved all those kidnappings," Noreen Gosch says. "It was hard for us to realize we wouldn't get an answer soon."

Noreen and her husband, John, have done about all that is humanly possible to find the answer themselves. They have held garage sales, auctions, pancake breakfasts, even horse shows, and sold 100,000 candy bars with wrappers carrying his picture and the legend "Help Find Johnny Gosch"—all to raise around $80,000, most of which has gone to private-detective agencies. They have conducted 200 "abduction awareness" programs for schools, PTA's and service organizations. On alternate Friday nights they meet with 20 or 30 supporters to discuss possible leads in the case. They send out a monthly newsletter and, with the help of two pizza chains and several other businesses, they have blanketed the country with 1 million fliers seeking information on Johnny. "It's the kind of effort you have to make," explains Noreen. "You're just one of a thousand good causes."

Crank Calls: Casting the net so wide inevitably has brought up some strange fish. The Goschs have received around 700 crank calls since Johnny's disappearance. Most unnerving was a September 1983 call from a man who said, "I've got Johnny. He's alive and you're never going to get him back, Mrs. Gosch, never." The Chicago detective agency now working for the family says there have also been hundreds of well-meaning but erroneous reports.

One seemingly near miss has tormented the Goschs. According to Noreen, early last year a teen-age boy approached a woman leaving a convenience store in a Southwestern city and urgently said, "My name is

(Continued on page 85)

> *"The abduction of a child is often a friendly encounter leaving no evidence behind. It is unique in law enforcement."*

Noel Williams—Fort Worth Star-Telegram

Cherie Kennedy (foreground), family: Rare outcome

A Stranger Comes Home

Steven Stayner has come home, in a way. In 1980 Steven's parents and the media celebrated the blessed return of a boy who had been kidnapped at seven in Merced, Calif., and escaped to freedom seven years later, with a tattoo on his arm but otherwise seemingly undamaged. As he told the story then, he bore no grudge against the abductor he had learned to call "Dad"—48-year-old Kenneth Parnell—who he said had never sexually abused him and had enrolled him in various schools around the state. Even District Attorney Joe Allen, who eventually won a kidnapping conviction against Parnell, acknowledged: "The two developed a close relationship. Apparently the man was kind to him."

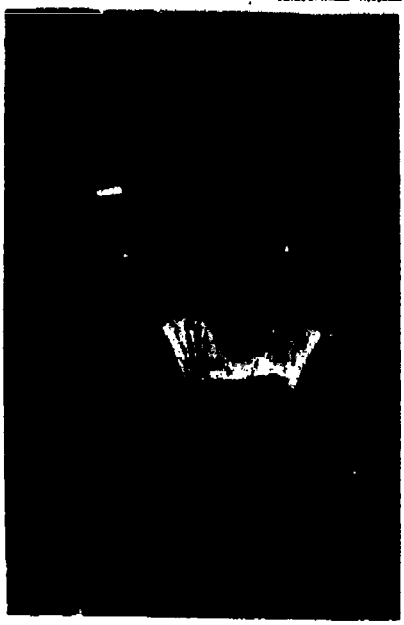
It was something like that, and it was nothing like that. Recently, after some counseling sessions with Gary Hewitt of the Center for Missing Children, Steven gave a more candid account to NEWSWEEK's Susan Agrest. According to Steven, Parnell—a man whose own father deserted him at five and who once served time for molesting an eight-year-old boy—became both his daytime father and his nighttime sexual abuser. Parnell sodomized him on their first day together, threatened him with beatings, convinced him he wasn't wanted at home and gradually demoralized him into half-willing captivity.

It had begun in December 1972, when Parnell and a male companion got Steven into their car on the pretext that they were going to drive him home and ask his mother to make a church donation. Instead, Parnell got out and pretended to phone Mrs. Stayner, then said he had gotten her permission to keep Steven overnight. He learned that Steven had been punished by his father the day before and played on it, telling Steven later that his parents didn't want him. "I wondered if it was true," recalls Steven. "For the first 10 days I cried and said I wanted to go home. But shortly after that I began to play in his house. It was also fear—he didn't like to see me cry." Parnell, says Steven, had a terrible temper and would whip him when he was angered.

With Timmy: 'Do or die'

A week after the abduction, Parnell said he had court papers to change Steven's name to Dennis, and he asked the boy to call him Dad. "I had hopes some day my parents would want me back," says Steven. "I used to have fantasy thoughts of family life, but as time went on they dimmed and dimmed."

James D. Wilson—Newsweek



Steven, his parents: 'Why doesn't Dad hug me?'

Chums: At about the age of nine, he began to realize "things weren't right—my parents wouldn't have hired a guy to pick me off the street." Afraid of being beaten, he made no attempt to run away even when Parnell was out of the house working. But he would scan newspapers and TV to see if his parents were seeking him. "I'd ask myself, 'Mom and Dad, where the hell are you?' It somehow reinforced the lie that Parnell told me they didn't want me."

Despite the constant fear and sexual abuse, Steven settled into a semblance of family life as Parnell's son. He created a fictional family history to answer ordinary questions school chums asked about his life. He got Christmas presents and birthday gifts, made friends and went to school—though he was repeatedly in trouble for setting fires and fighting.

At times he attended some of the very same schools that his family had sent flyers to in search of their missing son, but apparently no one had looked hard enough at the Stayner photograph to realize that "Dennis Parnell" was the missing child.

'Congratulations': On Valentine's Day 1980, Parnell brought home a fresh captive—a five-year-old boy named Timmy White—and began taunting Steven that he was growing too old. Timmy kept crying and asking to go home, painfully reminding Steven of his own first days with Parnell. "I couldn't see Timmy suffer," he says. "It was my do-or-die chance—and I also would be coming home for doing something positive, maybe get some congratulations."

Sixteen days after Timmy had been kidnapped, Steven brought him to a Ukiah, Calif., police station, and was himself reclaimed. (Parnell was subsequently tried and convicted of kidnapping charges. Currently he is imprisoned at Soledad, and will be eligible for parole in September 1985.) But the homecoming has been a troubled one, as Steven evokes it in a stream of anguished, contradictory reflections. "I returned almost a grown man, and yet my parents saw me at first as their seven-year-old," he says. "After they stopped trying to teach me the fundamentals all over again it got better . . . Why doesn't my dad hug me anymore? I guess seven years changed him, too. We used to go to the lake fishing. He just sits in the house. Everything has changed . . . Sometimes I blame myself. I don't know sometimes if I should have come home. Would I have been better off if I didn't?"

His parents say "absolutely not," though last year they ordered him out of the house twice after quarrels. "Small arguments get out of hand," he says. "We're all emotionally strained. I don't cry—in seven years I built a wall around myself. If I could, I might not be able to stop." At 18, he is planning to go off to a junior college, and worried that his departure will upset his parents again. But in a sense, the boy the Stayners lost never came all the way home.

DAVID GELMAN

SPECIAL REPORT

(Continued from page 81)

John David Gosch—please help me, lady!" Before the woman could do anything, two men appeared from around the corner, twisted the boy's arm behind his back and dragged him off. She followed them to an apartment complex, then called the police, who dismissed the incident as probably a family problem. Seven months later she recognized Johnny's face in a gallery of missing children shown at the end of the "Adam" dramatization on NBC, and she got word to the Gosches.

Damage Suit: The detective agency is now concentrating its search in the area of that sighting. But the Gosches are bitter at the indifferent police response. "The feeling of coming that close and not getting him just runs a knife through me," says Noreen. The family's relations with the West Des Moines police soured shortly after Johnny's disappearance and deteriorated into name-calling as the weeks and months wore on. At one point the Gosches threatened a $15 million damage suit against the city. "It became our burden to prove Johnny was in danger," Noreen complains.

The relations with police are almost unavoidably rancorous in missing-children cases—much as they often are in a mugging case. The frantic families of victims understandably want an all-out effort, but what they encounter are the routine, sometimes enigmatic, processes of the law. Despite the massive hunt for her son, Ruth Mort is still furious that police only searched *under* the 186 trailers in her mobile-home park and never got warrants to search *inside* the trailers—although they did tear apart her own. Once, she recalls, she even bawled out the federal lawmen. "When I start praying to the FBI, then I'll believe you make no mistakes," she told an agent. Typically, the families vent "displaced anger," says Gary Hewitt, executive director of the Center for Missing Children in Rochester, N.Y., which counsels victims and their relatives. "Like in suffering a death, they go through denial, anger, grief—but there is no funeral, no funeral director to take care of their needs."

No Man's Land: In any case, the problem is not so much the local police department, which may keep track of a case for years, but the difficulty of getting the same degree of interest from other departments. Unfortunately, missing children fall almost immediately into the jurisdictional no man's land—across state lines and bureaucracies—that is one of the weakest areas of the justice system. It would seem the natural place for the FBI to step in, but the bureau is not required to do so and the onus of investigations still falls on local police.

The Justice Department itself lobbied vigorously against the missing-children act because it feared the new law would thrust the bureau into the free-fire zone between police and parents and that parents would

The Patzes: Pursuing a thousand leads

misinterpret it to mean the FBI was always obliged to become involved. Some federal agents, moreover, believe that when a child vanishes, chances are he has run away, or succumbed to enticement, owing to trouble at home. "What has to be recognized," says Ken Lanning of the FBI Academy's Behavioral Science Unit in Quantico, Va., "is that it's relatively rare to have a family with Mr. and Mrs. All-America and—boom—the kid's gone. By and large, in most of these cases, there's something there."

Indeed, the parents, because of the statistics, are often the first suspects when a child disappears. It is one of the many insults added to their injury—along with the whisperings of friends and total strangers about

Walsh talks to reporters: Fueling new laws

> ***"Parents are often suspects. It is another insult added to their injury, along with whisperings about their competence."***

their parental competence. Many are made to submit to lie-detector tests and intensive investigation of their past. Noreen Gosch had to produce her first husband's death certificate when rumors circulated that he was alive and had abducted Johnny. Where there were no answers, Julie Patz told a Senate subcommittee in 1981, people "made up their own." Blaming the victims, apparently, satisfies some perverse public need.

About the abductors themselves, relatively little is known because there has been so little coordination of investigative data from around the country. The FBI Academy's Behavioral Science Unit broadly categorizes them as:

- The psychotic: Usually a woman who has lost a baby or cannot conceive and steals a child to fill the maternal void.
- The profiteer: A criminal exploiter who sells babies to pornographers or adoption rings. Another type under this heading is the kidnapping for ransom, but far fewer of those have occurred in recent years.
- The pedophile: Perhaps the largest category. Often an otherwise respectable community member who abducts a child primarily for sexual purposes. A pedophile may abduct a child for only a day or a few hours or he may try to keep him indefinitely—and murder him when he demands to be taken home.
- The "serial" killer: The best known case in recent history was in Atlanta when 29 young blacks—ages 7 to 27—were abducted and killed. Wayne Williams was convicted for the murders of two of the older victims.

The FBI has a considerable file of manuals and other materials on child seduction that have purportedly been produced by and for pedophiles. And some authorities corroborate the unit's categorizations. "There are people out there looking for surrogate children, there are people who steal kids to sell them, there are people who want to exploit them sexually or kill them," says Tacoma detective Roger Price. "It's sad but true."

Price is working on a tragic case of his own at the moment. A little over a year ago, a Tacoma man named Stanley Guidroz went strolling in a neighborhood park with his two-year-old son, Wallace, and encountered a couple with a small blond girl. While the children played together, the adults struck up a friendly conversation and, presently, the two men went off to have a quick beer, leaving the toddlers with the woman. On the way back, Guidroz's companion

39-879 O - 85 - 29

Keeping hope alive: The Collins family and local volunteers work to find Kevin

took off in another direction and he returned to the park to retrieve his son, but the woman and the children were gone. Wallace has not been found. His father, stricken with guilt, took an overdose of sleeping pills two days later and had to be hospitalized.

Leaving Wallace with a stranger may have been a careless act, but no parent is always on guard. Guidroz thought he was dealing with a wholesome family group; Detective Price thinks it may have been a preplanned abduction. Seven-week-old Cherie Kennedy was stolen from her mother's arms in a Ft. Worth outpatient clinic last May by a "woman in white" who asked if she could show the baby to "the other nurses." Six months later, on a tip from her sister, federal agents arrested a woman named Linda Gomez, and recovered the Kennedy baby. Gomez, described by relatives as "a very sick person" who wanted a child of her own so badly that she used to stuff pillows under her blouse and pretend she was pregnant, is scheduled to be tried for kidnapping next month.

Disarmed Parents: Parents of older kidnap victims often berate themselves bitterly for raising their children to be too submissive to adults. "If I had taught him to scream, he might be alive now," says John Walsh in NBC's "Adam" docu-drama. It is a sentiment that has been echoed in almost precisely those words by the others. Yet, as the Guidroz and Kennedy cases demonstrate, parents themselves can be disarmed just long enough to be victimized. And it would take an uncommonly alert child—or a very skittish one—to run screaming from an encounter with a friendly stranger.

Self-help groups counsel parents against the lacerating guilts that destroy so many of their marriages after a child disappears. But the main educational effort is aimed at teaching children to be more self-possessed, even aggressive, with adult strangers who approach them. It is a notion that many parents find heretical, and some worry that it will make their children needlessly fearful. But others believe it is the lesser evil. "I'd rather have Meghan a little paranoid than have to identify her body in the morgue," says John Walsh, referring to the daughter who was born after Adam was killed.

The self-help groups have become a vigorous force not only in educational programs but lobbying for legislation and national networks of information that have led to the recovery of missing children. The Society for Young Victims, based in Newport, R.I., circulates photos of the children and assists police and parents in the searches. In the wake of the murders of five children, Salt Lake City's SLAM (Society's League Against Child Molestation) helped push through a new state law—billed as the country's toughest—that mandates minimum, indeterminate prison terms for persons convicted of kidnapping or sexually abusing a child under 14. "We're just shouting a little louder out here," says Dorothy Williams, head of Salt Lake City's chapter of Child Find.

The Adam Walsh Child Resource Center, headed by Adam's father, John, fingerprints young children and monitors courtroom trials of sexual molesters. Child Find itself, the oldest (1980) and perhaps largest of the self-help groups, puts out an annual directory of missing children, with monthly supplements. In Connecticut and New Jersey the directories are distributed statewide in the public schools, and the organization is aiming at national distribution by next year.

Yet for all their efforts, the self-help groups are barely able to cover the territory. Most of them are overextended. The Center for Missing Children, for example, operates on a shoestring; since last June it has spent just $20,000, raised from loans, donations and a benefit party. "The problem is bigger than any of us," says Child Find founder Gloria Yerkovich. "We refer and refer and refer."

> ***"Like in suffering a death, [parents] feel anger and grief—but there is no funeral director to take care of their needs."***

The principal burden still rests with the police, and it is a measure of the fuzziness of the law-enforcement effort that there are still no reliable statistics on child abduction. The figure that is most often heard is 50,000 abductions a year, but that number, argues the Center for Missing Children's Gary Hewitt, is "not even a best guess. The numbers came out of the sky." Based on his own research, Hewitt says, a more accurate estimate is 6,000 to 8,000.

Part of the problem, clearly, is that most police-department records don't distinguish between runaways and abductions or adult and juvenile missing persons. In most cases, a missing child is simply missing. For activists in the field, and in the absence of clarifying evidence, that conundrum underscores the importance of funding the national resource center and clearinghouse proposed in the pending Missing Children's Assistance Act. Besides coordinating specific local data, it could furnish vital information "patterns" on typical abductors, typical victims or places and circumstances in which abductions happen.

Moment's Notice: Meanwhile, for some parents, the data on missing children are all too precise. Ruth Mort still fantasizes that her son, Russell, has somehow, miraculously, landed with loving foster parents. The Patzes still cling to the hope that Etan is alive, after five years. At the Goeches' home in West Des Moines, Johnny's room remains as he left it, except for his bed, upon which sits a suitcase packed with his clothing, ready to go at a moment's notice should he be found.

The bed also holds greeting cards and presents meant for their son for every holiday since his disappearance. The marks of their grief are everywhere, yet they keep it muted. "Sometimes it's tough—oh, is it difficult for us," says Noreen. "But we took a vow never to forget who the victim is. The victim is Johnny."

DAVID GELMAN with SUSAN AGREST in New York, JOHN McCORMICK in Chicago, PAMELA ABRAMSON in San Francisco, NIKKI PINKE GREENBERG in Washington, MARSHA ZABARSKY in Boston, HOLLY MORRIS in Atlanta and TESSA NAMUTH in Houston

CRS Main File Copy
64.4153

Victims of Violence and Psychiatric Illness

Elaine (Hilberman) Carmen, M.D., Patricia Perri Rieker, Ph.D., and Trudy Mills, Ph.D.

The authors investigated the relationship between physical and sexual abuse and psychiatric illness. The life experiences of 188 male and female psychiatric patients were reconstructed through an in-depth examination of psychiatric inpatient records. Almost half of the patients had histories of physical and or sexual abuse; 90% of the abused patients had been victimized by family members. The abused patients' responses to chronic victimization included difficulty in coping with anger and aggression, impaired self-esteem, and inability to trust. The authors compare male and female victims and discuss the clinical implications of abuse.

Am J Psychiatry 141:378–383, 1984;

The growing body of knowledge about victims of violence strongly suggests that physical and sexual abuse may be frequent, if not inevitable, life experiences for many people. However, psychological and social conditions that link such victimization to subsequent psychiatric illness have only recently been identified as subjects for clinical investigation. As a result, the importance of the victim-to-patient process is neither appreciated by clinicians nor adequately conceptualized by researchers. This lack of recognition persists in spite of an extensive, but unsynthesized, literature on the psychosocial consequences of child abuse, spouse abuse, rape, and incest. As a way of addressing this gap in our knowledge, in this paper we report the results of an investigation into the relationship between physical and sexual abuse and psychiatric illness in a psychiatric inpatient population.

ABUSE AND PSYCHIATRIC ILLNESS

Only in the last decade have mental health professionals begun to examine the extent to which victims are represented in a variety of clinical settings. For example, Rounsaville and Weissman (1) reported that 3.8% of the women presenting to an emergency trauma service and 3.4% of the women presenting to an emergency psychiatric service had been battered by men with whom they were intimate. However, when Stark and associates (2) analyzed new data from the same emergency trauma service, they concluded that "where physicians saw 1 out of 35 of their patients as battered, a more accurate approximation is 1 in 4; where they acknowledged that 1 injury out of 20 resulted from domestic abuse, the actual figure approached 1 in 4. What they described as a rare occurrence was in reality an event of epidemic proportions."

Rosenfeld (3), in a review of all of his female psychotherapy patients seen in a group practice setting over 1 year, found that six of the 18 women were incest victims, only one of whom offered this information spontaneously. The underreporting of victims in psychiatric samples is consistent [illegible] the finding of Hilberman and Munson (4), th[illegible] of all women referred for psychiatric consult[illegible] a rural medical clinic were in battering relati[illegible]. Post and associates (5), in a preliminary re[illegible] the prevalence of domestic violence among ps[illegible] inpatients, further substantiated the relationship of abuse and psychological disorder. Of the 60 patients (38 women and 22 men), 48% gave histories of a battering relationship; 50% of the women had been battered and 21% reported abusing their partners; 14% of the men had been battered and 27% reported abusing their partners. Post and associates did not discuss other forms of abuse in their paper.

Several studies (2, 6–8), provide evidence of the profoundly self-destructive behaviors that emerge after victimization. These are the behaviors that demonstrate a clear link between abuse experiences and psychiatric illness. Green (6) compared 59 abused and neglected children with 29 neglected children and 50 children who were neither abused nor neglected. Self-destructive behaviors (biting, cutting, burning, head banging, suicide attempts) were exhibited by 40.6% of the abused children, 17.2% of the neglected children, and 6.7% of the controls. Green concluded that "the abused child's sense of worthlessness, badness, and self-hatred as a consequence of parental assault, rejection, and scapegoating formed the nucleus for subsequent self-destructive behavior" (6, p. 581). The new research on violence against women not only corroborates this pattern but also provides a vivid psychologi-

Received Sept. 8, 1982; revised Feb. 7 and April 25, 1983; accepted May 13, 1983. From the Department of Psychiatry, University of North Carolina School of Medicine, Chapel Hill, Dana-Farber Cancer Institute and Harvard Medical School, Boston, and Department of Sociology, University of Arizona, Tucson. Address reprint requests to Dr. Carmen, Department of Psychiatry, University of North Carolina School of Medicine, Chapel Hill, NC 27514.
The authors thank Jean Gross, A.C.S.W., and Leonora Stephens, M.D. for their contributions to the research.
Copyright © 1984 American Psychiatric Association

American journal of psychiatry

cal portrait of female victims of incest, spouse abuse, and rape (7–11).

METHOD

To explore the relationship between violence and psychiatric disorder, we reconstructed the life experiences of patients through an in-depth examination of psychiatric inpatient records. To clarify this relationship, it was necessary to compare male and female patients as well as to compare abused and nonabused patients.

The nonrandom sample for this retrospective study included all patients discharged over 18 months (January 1980 through June 1981) from one of three adult psychiatric inpatient units in a university teaching hospital. The final sample consisted of 188 adult and adolescent male and female patients. Multiple discharges were treated as one case. A comparison of the demographic characteristics of this sample with those of inpatients from all wards during the previous 2 years confirmed that the study sample was representative in terms of race and sex.

A standardized coding instrument developed by the research team (two psychiatrists, two sociologists, and one social worker) was used to analyze the following content of the discharge summary and other patient records: demographic information; social, medical, and psychiatric histories; behavior before and during hospitalization; and details on the type and extent of violence. Clinicians were interviewed to verify ambiguous details or to supply missing data.

Violence was defined as any form of serious physical or sexual abuse described in the discharge summary or in the record. These abuse events included child abuse, incest, marital violence, and assault or rape occurring outside of the family. Instances in which abuse was suspected but not confirmed in the records were not coded as violence. Decisions about what behaviors constituted abuse were conservative, and ambiguous cases were discussed until the research team reached a consensus. In this way, a high degree of intercoder consistency was achieved. We collected data about the type of abuse, the severity and duration of the abuse, and the relationship of the patient to the abuser. Similar data were collected for those patients who were abusers. In addition, a scale was constructed for measuring the patient's ability to cope with anger and aggression during the hospitalization.

Cross-tabulation and multivariate techniques were used to analyze the data. Chi-square analyses were used to compare the abused and nonabused patients. We used the .05 level of significance to point out important differences between groups. Because this was an exploratory study with a nonrandom sample, the chi-square values are presented as descriptive statistics and not as statistical tests conducted to retain or reject null hypotheses. We will report the results of additional analyses of these data elsewhere.

RESULTS

Description of the Sample

The patients in the study were a diverse group. Eighty percent were white and 20% were black; 65% were female and 35% were male. Their ages ranged from 12 to 88 years. Adolescents made up 15% of the sample and the elderly made up 4%. Only 25% of the patients were married; 47% had never been married. Educational and occupational data showed that 26% had not graduated from high school (some were students) and that 18% were college graduates; 21% were professionals and 33% worked in clerical, sales, craft, or unskilled jobs. Fifty-two percent had annual incomes of less than $10,000. The low income of the patients may reflect the substantial percentage (35%) who were disabled or unemployed before hospitalization. However, the income data were less accurate than the educational and occupational data and should be interpreted cautiously. Half of the patients had affective disorders, and the other half was divided among psychoses (18%), personality disorders (13%), adjustment reactions (11%), substance abuse (5%), and psychosomatic disorders (2%).

Extent of Abuse

Given our conservative coding of abuse, the prevalence appears quite high. Eighty of the 188 patients (43%) had histories of physical or sexual abuse or both. Abuse was suspected but not confirmed in enough detail in the records of an additional 7%. Of the 80 abused patients, 53% (N=42) had been physically abused, 19% (N=15) had been sexually abused, and 29% (N=23) had been both physically and sexually abused. The majority of sexual abuse (71%) had occurred more than a year before admission, compared with 40% of physical abuse. Forty-one percent of the abused patients had been abused by more than one person.

Ninety percent (N=72) of the abused patients had been abused by family members. Fifty-one percent had been abused by husbands or former husbands, 40% by fathers or stepfathers, and 23% by mothers or stepmothers. Sixty-six percent (N=25) of those who had been sexually abused had been abused by family members. The largest group of sexually abused patients had been abused by fathers (34%); siblings accounted for 16% of sexual abuse cases and strangers for 29%.

Female patients were much more likely than males to have histories of abuse. Fifty-three percent (N=65) of the females and 23% (N=15) of the males had been abused. There were also differences between sexes in the patterns of abuse. Males (mainly teenagers) were most frequently abused by parents during childhood and adolescence, whereas females were abused by parents, spouses, and strangers. For the females, abuse had started in childhood and continued through adult-

hood. Only four of the 38 patients who had been sexually abused were males, as were their assailants. Teenagers were much more likely than adults to have been abused. Seventy-five percent of the 28 teenagers had been abused, compared with 39% of the adults. The blacks were slightly more likely than the whites to have been victims of abuse (50% compared with 41%), but this reflects the fact that the blacks in this sample were predominantly female (85%) and the females were more likely than the males to have histories of abuse.

Comparison of Abused and Nonabused Patients

Can abused patients be differentiated from nonabused patients in a clinical setting? To answer this question, we made comparisons on the basis of social history data, behaviors at the time of admission, behaviors during the hospitalization, and diagnoses. In the analysis, diagnoses did not differentiate between abused and nonabused patients.

One significant family characteristic of the abused patients was the excessive use of alcohol by parents. Thirty percent of the abused patients had alcoholic fathers, compared with 13% of the nonabused patients. The figures for alcoholic mothers were 13% and 5%, respectively. Table 1 provides a further comparison of social history characteristics of abused and nonabused patients. We found that abused patients were more likely than nonabused patients to have past histories of suicidal and assaultive behaviors and criminal justice involvement.

The patients displayed a wide range of behaviors and symptoms at the time of admission to the hospital. As table 1 indicates, these behaviors did not differentiate abused from nonabused patients. At the time of admission, precipitants for hospitalization were equally likely to include suicidal behavior, aggressiveness, depression, drug abuse, disordered conduct, anxiety, and psychosomatic symptoms. The patients differed only with respect to organic symptoms. However, this may be a spurious finding that derives from limitations in the data.

Two important differences emerged when we examined various behaviors *during* the hospitalization. First, abused patients tended to remain in the hospital longer than the nonabused group. Twenty-six percent of the abused group were hospitalized longer than 90 days, whereas only 9% of the nonabused group were hospitalized for that length of time. The average stay for nonabused patients was 43 days, and for the abused patients it was 58 days.

Second, abused and nonabused patients differed in how they dealt with anger and aggression during the hospitalization. This is especially pertinent to our study, since anger is an expected response to abusive events. We developed a measure of the coping behavior of the inpatients that focused on whether the anger was mainly directed inward or outward and whether behavioral control of aggressive impulses was maintained. Four categories were used to measure this aspect of hospital behavior.

TABLE 1. Social History and Admission Behaviors of Abused and Nonabused Psychiatric Patients

	Abused Patients (N=80)		Nonabused Patients (N=108)		
Behavior	N	%[a]	N	%[a]	χ^2
Social history					
Abuse of alcohol	17	21	38	35	3.665
Abuse of illicit drugs	14	18	26	24	0.826
Suicide attempt(s)	36	45	32	30	4.061[b]
Criminal justice involvement	12	15	5	5	4.814[b]
Abuse of others	20	25	14	13	3.719[b]
Admission					
Suicidal	35	44	45	42	0.019
Aggressive destructive	20	25	20	19	0.798
Depressive symptoms	49	61	66	61	0.000
Substance abuse	19	24	25	23	0.000
Organic symptoms/confusion	2	3	15	14	5.929[b]
Conduct disorder	12	15	9	8	1.441
Anxiety/agitation	25	31	33	31	0.000
Psychosomatic	13	16	13	12	0.377
Psychotic	19	24	41	38	3.643

[a]Percentages do not total 100% because some patients exhibited more than one behavior

[b]$p<.05$.

Category 1 describes a behavior pattern in which the anger was directed inward in a passive, overcontrolled manner. These generally depressed, frightened, and withdrawn patients felt worthless, hopeless, and undeserving but were not actively suicidal. Although these passive patients were not behavioral problems on the ward, the passivity frustrated clinicians' attempts to establish therapeutic relationships.

Category 2 patients directed their anger inward but in a more overt, active fashion. This coping style was characterized by active suicidal intent and/or savage self-hatred, with loss of control reflected in a variety of self-destructive and self-mutilating behaviors. At times, some of these patients alarmed even experienced clinicians with their uncontrollable self-mutilation and their resolutely maintained unempathic attitude toward themselves.

Category 3 patients directed their anger outward in a controlled manner. Some of these patients expressed anger appropriately, while others displaced and projected their anger and hostility elsewhere (most prominently toward hospital staff). In all cases, however, control of aggressive impulses remained intact.

Category 4 patients directed their anger outward, with aggressive and sometimes violent behaviors toward others. Such loss of control was reflected in outbursts of barely contained murderous rage, threats to harm others, and actual assaults. The four behavior patterns were not mutually exclusive and some patients displayed aspects of more than one type of coping behavior. For some patients, the information available was insufficient for classification.

TABLE 2. Social History and Admission Behaviors of Abused and Nonabused Male and Female Psychiatric Patients

	Males					Females				
	Abused N=15[a]		Nonabused N=40			Abused N=65		Nonabused N=58		
Behavior	N	%	N	%	χ^2	N	%	N	%	χ^2
Social history										
Alcohol abuse	4	27	27	44	2.447	17	20	11	19	0.000
Abuse of illicit drugs	4	27	17	34	0.047	15	15	9	16	0.000
Suicide attempts	8	53	14	28	2.272		43	18	31	1.419
Criminal justice involvement	6	40	3	6	8.511[b]	5	8	2	3	0.869
Abusive to others	9	60	11	22	6.139[b]	11	17	3	5	3.111
Admission										
Suicidal	4	27	21	42	0.589	31	48	24	41	0.272
Aggressive/destructive	6	40	10	20	1.526	14	22	10	17	0.119
Depressive symptoms	4	27	30	60	3.889[b]	45	69	36	62	0.417
Substance abuse	4	27	15	30	0.000	15	23	10	17	0.134
Organic symptoms/confused	0		4	8	0.269	2	3	11	19	6.591[b]
Conduct disorder	6	40	3	6	8.511[b]	6	9	6	10	0.000
Anxiety/agitation	3	20	16	32	0.128	22	34	17	29	0.119
Psychosomatic	4	27	7	14	0.569	9	14	6	10	0.100
Psychotic	0		18	36	4.278[b]	19	29	23	40	1.054

[a]These columns should be interpreted with caution since the number of abused males was small.
[b]p<.05 level.

TABLE 3. Anger Aggression Coping Behavior of Abused and Nonabused Male and Female Psychiatric Patients

	Males				Females			
	Abused (N=15)		Nonabused (N=40)		Abused (N=65)		Nonabused (N=58)	
Anger Aggression Coping Behavior	N	%	N	%	N	%	N	%
Directed inward								
Controlled (category 1)	2	13	17	34	27	42	21	36
Uncontrolled (category 2)	1	7	6	12	15	24	5	9
Directed outward								
Controlled (category 3)	0		2	4	7	11	5	9
Uncontrolled (category 4)	5	33	9	18	9	14	7	12
Directed both inward and outward	4	27	10	20	5	8	9	16
None of the categories	3	20	6	12	2	4	11	19

A higher percentage of abused patients (20%) than of nonabused patients (10%) displayed the behavior pattern of category 2, that is, directed their anger inward in an actively self-destructive fashion. This finding will be discussed further as we examine the issue of sex differences.

Comparison of Abused Males and Females

As noted earlier, abused patients were more likely to be female. In this section we will compare the 65 abused females and the 15 abused males.

The majority of abused males were teenagers (60%), and the majority of abused females were adults (81%). There were other differences between male and female abused patients. First, they presented themselves differently at the time of hospitalization (see table 2). The behavior of the abused females resembled that of the other females at the time of hospitalization, that is, they were equally likely to be suicidal, depressed, and so forth.

Abused males, however, differed from the other males, as shown in table 2. The small number of abused males in the study decreased the likelihood that the findings would be statistically significant. Nevertheless, three of the relationships were statistically significant and three of the remaining comparisons showed substantial differences between percentages of abused and nonabused males. The abused males were less likely to appear depressed, suicidal, or psychotic at the time of hospitalization (see table 2). They were more likely than nonabused males to be aggressive or to have disordered conduct or psychosomatic symptoms. Since the majority of abused males were teenagers, the increase in disordered conduct reflected age as well as abuse.

Other differences between the abused males and females emerged when behaviors before hospitalization were examined. Table 2 shows that the abused males were much more likely than the abused females (and other males) to have abused others. Sixty percent of the abused males had been violent toward others, while only 17% of the abused females had been violent. Abused males were also more likely than

abused females (and other males) to have had criminal justice involvement.

Perhaps the most important characteristic that distinguished the behavior of the abused males and females was that the males had become more aggressive while the females had become more passive. In some ways the sex role stereotypes seemed to be exaggerated in this sample. This was evident in the way that the abused males and females coped with anger (see table 3). Thirty-three percent of the abused males coped with anger by directing it aggressively toward others (category 4), but only 14% of the abused females did so. The majority of abused females (66%) directed their anger inward (categories 1 and 2), compared with only 20% of the abused males. As shown in table 3, abused males, more than nonabused males, coped with anger by aggressively directing it toward others, while abused females were more likely than other females to turn their anger inward. For example, 24% of the abused females, compared with 9% of the nonabused females, were actively self-destructive during hospitalization.

DISCUSSION

Our finding that almost half of the psychiatric inpatients in this sample had histories of physical or sexual abuse or both should not come as a surprise, given the prevalence of violence in the general population. As this study demonstrates, most of the abuse occurred in the context of family. Although families are usually viewed as providing the primary support networks for individuals, our data confirm the findings of other researchers (7, 9, 12, 13) that female adults and children of both sexes are at highest risk for violence within the family. In a retrospective study of 40 patients with multiple personality disorder, Putnam (14) found that 80% had been severely abused by family members during childhood. It is important to bear in mind that victims of family violence might be overrepresented in any psychiatric sample because violent family systems may produce a population at risk for chronic abuse as well as for psychiatric illness.

Victims of physical and sexual abuse are faced with an extraordinary task of conflict resolution as they look for a context in which bodily harm and threats to life can be understood. When the assailant is an intimate or a family member, this process is immeasurably complicated by the profound betrayal of trust. Such victims must also cope with ongoing vulnerability to physical and psychological danger when the abuser has continuing access to the victim. It was not uncommon, in our sample, for a patient to have experienced multiple kinds of abuse. There were numerous cases of women who were physically or sexually abused as children and subsequently raped or abused by spouses and others in adulthood. This pattern of increased vulnerability of female victims to other kinds of abuse was also described in Herman's study of incest victims (7) and Hilberman's review of research on battered women (8). It is unclear if such vulnerability to multiple abuse is the same among men with prior histories of victimization, since the number of males was small and the majority were adolescents.

What is clear, from the inpatient summaries and our clinical experiences, is that the psychological and behavioral manifestations of chronic abuse reflect extraordinary damage to the self, which then becomes the object of the victim's hatred and aggression. While there are psychodynamic issues specific to each kind of abuse, our observations indicate a common pattern of responses to chronic victimization. Although these psychosocial responses may have different behavioral manifestations in abused males and females, the psychic trauma is similar. These victims have extreme difficulties with anger and aggression, self-image, and trust.

In contrast to the outrage and disgust experienced by others hearing of the abuse, victims do not usually acknowledge their anger toward their abusers, in part because their rage is perceived as dangerous and potentially uncontrollable and in part because of the complex relationship between victim and abuser. After years of abuse, victims blame themselves as they come to believe that the abuse can be explained only by their essential "badness."

In our sample, the abused females directed their hatred and aggression against themselves in both overt and covert ways. These behaviors formed a continuum from quiet resignation and depression to repeated episodes of self-mutilation and suicide attempts. Self-destructive behaviors were related to feelings of worthlessness, hopelessness, shame, and guilt. These affects escalated when anger threatened to surface and, at such times, often culminated in impulsive self-destructive episodes. Markedly impaired self-esteem was prominent among these patients, as they conveyed a sense that they were undeserving of any empathic understanding or help by clinicians.

In comparison, the mainly adolescent male victims, although experiencing many of the same feelings of self-hatred, more often directed their aggression toward others. It is likely that these outward displays of aggression were defenses against intolerable feelings of helplessness and vulnerability. In the hospital this internal dynamic was reflected in alternating expressions of anguish and despair followed by threatening "macho" behavior and displays of physical prowess. Patterns of sex role socialization obviously shape the differential responses to abuse of males and females.

The social histories and inpatient process notes provide impressive evidence of the abused patients' lack of trust and the way in which inability to trust complicates the evaluative and treatment processes. Herman (7) reported the same finding in her study of father-daughter incest, in which she described a dual pattern of inability to feel trust when this would be appropriate and to protect oneself when trust is inappropriate. In our sample, expectations of abandon-

ment and exploitation by the clinician were prominent, hence victims did not spontaneously reveal the abuse or easily form therapeutic alliances.

In the absence of direct information about past or current abuse, our data suggest that abused patients are not easily distinguished from nonabused patients at the time of admission to the hospital. Rather, the significant differences between abused and nonabused patients emerged during the course of hospitalization and were reflected both in the treatment difficulties and the greater length of time that abused patients remained in the hospital. These outcomes may be the end result of victims' 1) inability to trust, which delays or prevents the development of a therapeutic liaison, 2) impaired self-esteem, whereby abused patients judge themselves as undeserving of treatment, and 3) difficulty in coping with aggression, whereby anger is destructively directed toward the damaged self or others.

CONCLUSIONS

Clinicians generally ask patients about abuse experiences *if* they have some reason to suspect abuse. However, these suspicions are often based on unfounded stereotypes about victims and violent families. Increasing awareness of the extent of violence in this society leads us to suspect that psychiatric patients are more likely to have experienced physical and/or sexual violence than to hear voices, yet clinicians are systematic in their inquiries about hallucinations while overlooking the reality and importance of violent assaults. Our research underscores the discrepancy between the alarming numbers of people who are physically and sexually abused and the relative lack of attention that is given to these topics in taking routine psychiatric histories.

Clinicians are largely unaware of the psychosocial consequences of abuse because the victim-to-patient process is an area of clinical research that has been underconceptualized. Thus, even when abuse is identified, clinicians' confusion about the role of abuse in psychiatric illness leaves them unprepared to implement special treatment approaches for what appears to be a large proportion of psychiatric patients. In a separate paper, we will analyze a series of inpatient case examples that illustrate and capture the complexity of the victim-to-patient process and its implications for treatment. From our perspective, a major focus of treatment must be to help victims become survivors. This transformation is contingent on recognizing how chronic abuse constructs the individual's social identity as a victim and how the survival strategies employed by victims interfere not only with emotional development but with the therapeutic alliance and process.

Because the theoretical understanding of the victim-to-patient process lags behind clinical experiences with victims, our research raises more questions than it answers about the effects of abuse and the conditions that leave some, but not all, victims vulnerable to psychiatric illness. We believe we have provided a realistic description of the lives of chronically abused females whose self-destructive behaviors and silence make them hard to identify and treat. However, because most of the abused males in our population were adolescents, we can only conjecture about their fates as adult men. It may be that, if the behavioral response pattern of the abused adolescent males seen in our population continues into adulthood, they become inmates in other structured environments, such as state mental hospitals and prisons. It is possible that these men are coerced into treatment only after they have become dangerous and assaultive, hence the treatment focus is on their abusive behaviors while their histories of victimization go unrecognized. The large population of Viet Nam veterans in prisons and psychiatric hospitals would provide a relevant sample of adult male victims for further study.

REFERENCES

1. Roumasville B, Weissman MM: Battered women: a medical problem requiring detection. Int J Psychiatry Med 8:191–202, 1977–1978
2. Stark E, Flitcraft A, Frazier W: Medicine and patriarchal violence: the social construction of a "private" event. Int J Health Serv 9:461–493, 1979
3. Rosenfeld AA: Incidence of a history of incest among 18 female psychiatric patients. Am J Psychiatry 136:791–795, 1979
4. Hilberman E, Munson K: Sixty battered women. Victimology: An International Journal 2:460–471, 1977–1978
5. Post RD, Willett AB, Franks RD, et al: A preliminary report on the prevalence of domestic violence among psychiatric inpatients. Am J Psychiatry 137:974–975, 1980
6. Green AH: Self-destructive behavior in battered children. Am J Psychiatry 135:579–582, 1978
7. Herman JL: Father-Daughter Incest. Cambridge, Mass, Harvard University Press, 1981
8. Hilberman E: Overview: the "wife-beater's wife" reconsidered. Am J Psychiatry 137:1336–1347, 1980
9. Dobash RE, Dobash R: Violence Against Wives: A Case Against the Patriarchy. New York, Free Press, 1979
10. Burgess AW, Holmstrom LL: Rape: Victims of Crisis. Bowie, Md, Robert J Brady Co, 1974
11. Symonds M: The rape victim: psychological patterns of response. Am J Psychoanal 36:27–34, 1976
12. Carmen EH, Russo NF, Miller JB: Inequality and women's mental health: an overview. Am J Psychiatry 138:1319–1330, 1981
13. Gelles RJ, Straus MA: Family experience and public support of the death penalty. Am J Orthopsychiatry 45:596–613, 1975
14. Abused child, multiple personality tied. Clinical Psychiatry News, September 1982, p 2

CRS Main File Copy HV 6251 C 46

SPECIAL REPORT

A Hidden Epidemic

Sexual abuse of children is much more common than most Americans suspect.

Lori, a three-year-old with rosy cheeks, blond hair and blue eyes, was playing outside her home in a Denver suburb when a man enticed her into his car. Three days later, a party of hikers found Lori at a park in the foothills of the Rockies. They heard a child's cry coming from an outhouse, and when they looked down into the pit, there was Lori. She was ankle-deep in sewage, naked except for her panties. When they asked her what she was doing there, she replied: "I'm home. I live here." After she was pulled out of the 10-foot pit, doctors discovered that Lori was suffering from hypothermia, trench foot—and sexual abuse. A few days after that, she identified a 21-year-old man in a police lineup. "He was the bad man," she said. "He put me in the hole." The alleged attacker, Robert Thiret, a high-school dropout and Air Force veteran who says police have the wrong man, hasn't been tried yet; that ordeal still lies ahead of Lori. Otherwise, she's slowly getting better. She has nightmares, of course. Two or three times a week, she wakes up screaming: "Get me out of here!"

All at once, the sexual abuse of children seems as ubiquitous as it once was unmentionable. A California day-care center is shut down, staff members accused of molesting the children and suspected of renting them out to pedophiles and pornographers. A U.S. senator reveals that, as a child, she was sexually assaulted by "a man around the corner." A respected theatrical director in Minneapolis is charged with seducing some of his boy students. An heir to a pharmaceutical fortune in Michigan pleads no contest to a charge that he sexually assaulted his stepdaughter for seven years; the judge sentences him to a dose of his own medicine: a controversial drug that deadens desire.

"Why suddenly are all these things big issues?" asks Sen. Paula Hawkins. The Florida Republican knows from bitter personal experience that child molesting is a very old vice. Is there more sexual abuse of children these days, or are we just hearing more about it? The experts don't really know. Some of them argue that in our stressful, permissive society, child molesting has increased along with other forms of sexual activity. Others, including some feminists, maintain that society has always exploited the weak. What seems certain is that the sexual abuse of children by their elders is much more widespread than most Americans suspect—or want to believe.

Dirty secret: Thoroughly reliable statistics don't yet exist, and they never will as long as the victims of molestation can be shamed or terrified into treating the experience as a dirty secret. But according to the estimates of various researchers, somewhere between 100,000 and 500,000 American children will be molested this year. Few

Lori is united with her anguished mother after her dreadful ordeal. Now she has nightmares: two or three times a week, she wakes up crying for help.

of the offenders will be reported to anyone in authority, and fewer still will be punished. Millions of today's adults are the grown-up victims of sexual abuse in one form or another, some relatively harmless, others unimaginably savage. David Finkelhor of the Family Violence Research Program at the University of New Hampshire has done one study showing that 19 percent of all American women and 9 percent of all men were sexually victimized as children. And he says "it is fair to speculate" that between 2 million and 5 million American women have had incestuous relationships.

Offenders: Despite all the approximations in their data, researchers believe they are compiling an accurate composite of the child molester. Most abusers are not "dirty old men." Many appear to be quite respectable, and most are relatively young; in one study only 10 percent of the assailants were found to be older than 50. Most child molesters are well known to their victims; three-quarters or more are friends, neighbors or relatives. Most abusers were abused themselves as children. A great many are repeat offenders. One study of arrest records and confessions tallied an average of 73 victims for each heterosexual pedophile and 30 for each homosexual child molester. And many abusers will never change. "There's no such thing as a cure for pedophilia," says Warren K. Mumpower of Florida, whose expertise comes from being a convicted pedophile himself (page 34).

A portrait drawn by an eight-year-old of the grandfather who molested her when she was seven. Incest strikes many people as the most disgraceful form of abuse.

Some experts are trying to cure molesters anyway, or at least get their urges under control. Many more are finding ways to heal the victims. Law courts in many states are making it easier for children to testify against abusers (page 32). Therapists are helping children to exorcise their demons through doll play and expressive drawings. Educators are teaching potential victims the difference between "good touching" and "bad touching" and how to say "no" to authoritative people much bigger than themselves. If molestation has suddenly become another hot-selling topic for the news media, perhaps that's all to the good—the first sign that attention is finally being paid to a guilty secret that generations have dreaded to face.

Sidebar: "I'm the lowest form of life there is—a child molester," a long-haired man in his 30s says at a group therapy session in San Jose. In fact, many of the people accused of molesting children are among the more respected members of their communities. In Kansas City last week, a family physician, Dr. Herbert Ketterman, 57, was arrested on charges of aggravated sodomy and taking indecent liberties with a 14-year-old girl. Ketterman was coauthor a few years ago of a volume called "The Complete Book of Baby and Child Care for Christian Parents." In Minneapolis last month, police arrested John Clark Donahue, 45, founder and artistic director of the famed Children's Theater Company, who was charged with sexually abusing three male students in their early teens. Since then, four other officials of the theater school have resigned or been suspended, and a widening investigation includes the possible abuse of girls.

In general, the experts say that child molesters tend to be weak, insecure men who need to feel that they are loved and are in control of a relationship. West Coast researcher Sandy Butler says that some men these days are searching for "partners who are smaller and younger. As the youth cult becomes more pervasive," she says, "and as women make more demands, men turn away from peers as partners and turn toward 16-year-olds or even 11-year-olds."

Self-Pity: Some researchers divide molesters into two general categories. The "fixated" offender often claims to be "in love with children"—a pedophile—and has been molesting them for years. Frequently abused themselves as youngsters, these people are loners who become fixated on prepubescent children, often confining their sexual appetite to just girls or just boys. It's common for pedophiles to be single, although some try marriage and may even become parents. Many of them wallow in self-pity. "Whenever I felt insecure and sick and not in control of my life, that's when the crimes would happen," says "Danny," who is serving a 20-year term at the Connecticut Correctional Institution in Somers, Conn. "I'm a victim, too."

In contrast, "regressed" molesters may have led normal married lives for years. Their sexual involvement with children—generally youngsters of the opposite sex and often past puberty—may be triggered by sudden stress, such as a "midlife crisis." "An example would be an adult male of about 40, where his marriage dissolves and he gets involved with a stepdaughter," says Dr. Michael Cox, director of the Sex Offender Treatment Program at the Baylor

College of Medicine in Houston, Texas.

It is incest that strikes many people as the most disgraceful form of sexual abuse. In fact, studies show that in about two-thirds of all incest cases, the offender is not the biological parent. He is a stepfather. Deirdre O'Donoghue still has flashbacks about hers. The smell of a country barn or the scent of the after-shave he used to wear brings it all back: how her stepfather forced her to have sex with him at her family's rural home in Michigan. Sometimes he would single her out from her five brothers and sisters to drive into town with him. "He would stop on a side road and make me have oral sex with him until he climaxed," she says. Her mother was sick, and her stepfather said she would die if anyone found out. "I believed him." O'Donoghue recalls. "I thought my mom would die and I would be left with this man." Deep down she felt guilty. It was only two years ago, after lots of therapy, that O'Donoghue, now 27, realized: "I am not responsible."

In a 1981 study, Harvard Medical School psychiatrist Dr. Judith Herman concluded that the most striking similarities among incestuous families were the father's tendency to tyrannize and the mother's fear of questioning his absolute authority. The tyranny may be all façade. "People always think of the father as an aggressive autocrat, but in many cases, he's like a child," says Hank Giarretto of San Jose, Calif., director

Children and the Courts

"He touched me with his peanut," the 12-year-old girl told a St. Paul, Minn., jury. "What's a peanut?" asked prosecuting attorney Kathleen Gearin. Then she handed the frightened child, who is retarded, two anatomically correct dolls and gently asked her to explain. Weeping, the child used the dolls to graphically demonstrate a sexual act. The shock in the courtroom was audible. "I thought the jury was going to jump over the rail and attack the defendant," Gearin said. Instead, the jurors convicted the child's stepfather on two felony counts—and the judge sentenced him to 42 months in jail.

Children are being seen, heard and believed in cases that previously were consigned to the closet. And jurists are trying to make the experience less traumatic.

There was a time when a sexually abused child who complained to the police had only one thing to look forward to: another rape in the courtroom. But for many youngsters, in many courts, that is no longer true. Children are being seen, heard and believed in cases that previously were consigned to the closet. "The trend," says University of Nebraska Prof. Gary Melton, "is to let the testimony of children in and to be fairly liberal in the procedure."

Children have been permitted to testify under Anglo-American law at least since 1779, provided that they satisfied a judge that they both knew the difference between the truth and lies and could express what they had seen. What's different about the current situation is that judges are not only permitting more kids to get their day in court, but their claims are being taken seriously. Judges have learned that often there is no correlation between age and honesty, and, with the zeal of all converts, have tried to make their courtrooms more inviting places for children. Properly handled, some experts believe that the experience can be helpful for the child. Says San Francisco counselor Julie Robbins, who has tracked 400 cases, "I see court as a necessary step for abused kids—it's cathartic."

Show and Tell: In Massachusetts, judges bring in pint-size witness chairs so youngsters' feet won't dangle. In Maryland, children who have trouble speaking may draw what happened. In Minnesota, a child frozen with fear was permitted to testify from under the prosecutor's table. And from Manhattan Beach, Calif., to Brooklyn, N.Y., children in court use dolls to describe crimes whose names they don't know. "We have to quit pretending that kids have to testify like adults," says Kathleen Morris, a prosecutor in Minnesota. "If all they can do is show, that should be enough."

Can children be believed? "We have a very long intellectual tradition that discredits the testimony of women and children when they complain of sexual assault," says Harvard Medical School psychiatrist Judith Herman. False charges are rare, she insists. "More commonly there are false retractions of true complaints" after a child gives in to family pressure not to testify against an abusive relative. Child advocates won't deny that children invent tales sometimes. But attorney David Lloyd of Washington's Children's Hospital has a simple test: listen for details the child would not know if he or she had not witnessed sexual conduct. As Minneapolis psychologist Michael O'Brien says, "Children just don't fantasize about Daddy going pee-pee in their mouth."

Evidence: Technically, in most states, the victim's testimony alone is enough to win a conviction, but in practice prosecutors prefer to have more evidence. Only Nebraska and the District of Columbia still require independent corroboration to prove sexual abuse. Two weeks ago, New York finally repealed that requirement—and none too soon, prosecutors say. "It was heartbreaking," recalls New York County sex-crimes chief Linda Fairstein. "The kids would come in, tell their stories, and there was nothing we could do."

Judges and juries tend to be most suspicious of abuse charges that are part of a divorce or custody fight. "It's not that children are vicious," says New York lawyer Norman Reimer, "but they're used as pawns." Judges and juries recognize that possibility, and as a result may overlook serious abuses, says Washington, D.C., psychologist-lawyer Donald Bersoff—especially given the mix-and-match nature of the modern family. Bersoff urges judges to look for "specific physical and psychologi-

of Parents United, which helps adults, victims and offenders alike to cope with the consequences of child molestation. "He has an adolescent romance with his daughter." One father told a researcher how he had worked his way through his children, seducing two sons and two daughters in turn. Only the third child, a daughter, escaped, and when the father was asked why, he shrugged: "She said no."

Habitual molesters often claim that their victims gladly say "yes." They insist that some "seductive" children initiate sexual contact and that others cooperate willingly, without being forced. "Many times she thoroughly enjoys the act," convicted pedophile Warren Mumpower told Senate investigators recently. But studies show that although even small children can feel sexual pleasure of a sort, they don't enjoy sex with an adult for long, if at all. They become involved with grown-ups through trickery, emotional pressure or physical coercion. And in any case, the child's enjoyment is not the issue. The real point is that children are simply not able to give informed consent.

Double Standard: About 90 percent of all child molesters are men. But women may be more active than most people suspect. Society has a double standard, at least for heterosexual abuse; it pities the girl who is molested by a man, but when a boy is seduced by an older woman, he may be regarded as "lucky." In fact, say the experts, even that kind of sex can be traumatic for a child. "You don't need a penis to hurt kids," says Kathleen Morris, a county prosecutor in Minnesota. One of her current cases involves the small town of Jordan, where 16 adults have been accused of belonging to a sex ring that abused more than two dozen children. Eight of the alleged offenders are women.

So is the principal figure in the country's most publicized current case of abuse. Up until last March, Virginia McMartin, 76, ran a prestigious preschool in Manhattan Beach, Calif. Then the police arrested McMartin, along with other staff members: her daughter, a grandson and granddaughter and three female employees. The authorities charged that for at least a decade, more than 100 children at the private school were fondled, sodomized and raped, and there are suspicions that some of the tots may have been hired out for pornography and prostitution. With growing numbers of working mothers and single parents, American society is increasingly dependent on day-care facilities, and the Manhattan Beach case still seems unbelievable to many people. How could such a thing go on for so long? Why didn't the children tell?

Allegedly, youngsters at the McMartin school were forced to watch the slaughter of pets such as rabbits and birds and were warned that the same thing would happen to

A therapist in Seattle helps a child identify parts of the body on an anatomically correct doll. The dolls help kids describe crimes whose names they don't know.

"Andrea," clinging to her mother, was assaulted by a neighborhood man. Afterward, several of Andrea's classmates made her feel that it had all been her fault.

cal reactions" that abused children show.

Defending an alleged abuser is not child's play. A defense attorney who rips into a young witness may irreparably hurt his client. "That approach doesn't have much jury appeal," says San Francisco Judge Robert Dossee. Most defenders assert that the assault never happened and confine their cross-examination to just enough questions to point out inconsistencies or lapses in a child's memory—a tactic that is particularly effective if the child has been testifying for a long time. And there is good reason to give the defense considerable latitude. "Nobody wants to victimize the victim again," says Houston Judge Ted Poe. "But we can't allow emotion to take over, either. Just the stigma of being charged is so great that the defense must have a real chance."

Frustration: In fact, the odds still favor the molester. Most cases still go unreported. Most complaints never lead to charges. Most charges are reduced in plea bargains. Those that survive can drag on for years. Ft. Lauderdale prosecutor Carl Weinberg quit his job after 18 months because he couldn't stand the frustrations any longer. "I can think back on maybe two or three cases in which I really helped the child," he recalls. "It's a futile battle that tears your heart out."

Several states are now trying out reforms to ease a few of the problems. In Texas, victims' statements are videotaped early in investigations and can even be introduced at trial—so long as the child is available for cross-examination. In Colorado, courts are experimenting with funneling lawyers' questions through a friendly therapist. In Washington and Colorado, state laws permit a counselor to tell the jury what a young child told him, even though it's hearsay that can't be cross-examined. Each of these new ideas may run afoul of a defendant's constitutional right to "confront" his accuser. And they all may be tied up in appeals courts for years. In the meantime, parents and teachers would do well to tell their children when to scream for help—so they never have to learn what the view is from the witness stand.

ARIC PRESS with PATRICIA KING in Minneapolis, ANN McDANIEL in Washington, RICHARD SANDZA in San Francisco, SHAWN DOHERTY in New York and bureau reports

Minneapolis theatrical director John Clark Donahue has been charged with seducing boy students. The stigma of merely being charged with such a crime is enormous.

them or their families if they told anyone what went on at school. The children also were made to feel guilty. "Secrecy is the key to child abuse," says Dr. Roland Summit, a Los Angeles psychiatrist who is an authority on molestation. "The children feel that they themselves have been bad by participating in this dreadful secret." Kee MacFarlane, a therapist who has been working with the McMartin schoolchildren, says that in cases of incest, "there is a terrible conflict for the children between wanting to tell what happened to them and not wanting something bad to happen to the molester." The same cover-up instinct may apply to a teacher. And if a child does try to complain, even those closest to him may ignore his cry for help. "Parents do not want to believe what has happened," says Bill Dworin, a detective who works with the sexually exploited-child unit of the Los Angeles Police Department. "Often, they accuse the child of lying or making things up."

If parents have their doubts, it should be no surprise that other people do. Many of them cannot believe that a respectable man or woman would do such foul things. When Boeing Aerospace executive Vincent Fitzgerald was tried in Seattle last year for the statutory rape of two girls aged 8 and 10, testimony in his behalf was given by 11 Boeing executives. Fitzgerald was convicted. When Mike Baker, a police detective in Denton, Texas, investigated allegations of sexual abuse at a local day-care center run by the Full Gospel Church, he was the target of angry phone calls. The pastor of the church voluntarily closed the center and says he doesn't plan to reopen it.

Fantasy: Still, many people aren't convinced that children know the difference between fact and fantasy. "I just sat for eight hours in a day-care center full of three-year-olds," public defender Craig Truman, who is representing the defendant in the Denver abduction case, said last week. "You realize how much a three-year-old will want to please you, so if you ask them 'how did you come to school today?' they'll say in a car. But if you change your question and ask them what kind of spaceship, they'll say spaceship. It really leads you to believe that you can make a three-year-old say anything." Most experts insist, however, that children almost never lie about sexual abuse, since most of it goes beyond anything they can imagine—or even see on TV. Yvette Kane, a deputy district attorney in Denver, hears stories that ring true. "We've had kids come in and tell us, 'Daddy took that thing that he pees with and he put it between my legs and then he peed on me'," she says. "When four-year-olds describe ejaculation that way, you know that they didn't hear it somewhere else. That happened to them."

Even when molesters are convicted, judges are reluctant to send them to prison. Behind bars, sex offenders are likely to be beaten, raped or even murdered by other convicts, who despise "diddlers." And most prisons offer no therapy for child molesters. Accordingly, judges often sentence offenders to probation, requiring them to get therapy. The problem is that therapy isn't very effective in many cases. "The molester knows that if he sings the right song and dances the right dance, he'll be out a lot quicker," says Jay Howell, executive director of the Justice Department's new National Center for Missing and Exploited Children. "So he sells the same bill of goods that Theodore Frank sold." Frank raped and killed a two-year-old California girl in 1978, just a few weeks after he was released from a state mental hospital. Irving Prager, a law professor who prosecuted Frank, says that as part of his treatment, "Frank's wife, who weighed 300 pounds, was asked to dress up as a child. She and Frank, who was small and skinny, were then supposed to have sex to-

A Troubling Family Affair

Mary had been suspicious for a long time. Her husband, George, 43, had always been close to Ann, his 13-year-old daughter by a previous marriage. But Mary repressed her concern. She herself had been molested as a child by two older brothers, and she worried about projecting her doubts on Ann. "I'd tell myself I was just being jealous," she says. "Ann never acted afraid of him. She always wanted to be with him." Finally, when she couldn't bear it any longer, Mary confessed her fears to George.

In fact, George had been molesting Ann for more than 10 years—progressing from petting to intercourse. "It was just something I wanted to do, something I thought I needed," he explains. "I knew I was doing something wrong," he says. "She loved me and I loved her. She was just there and I helped [illegible]." He always felt guilty afterw[illegible] pleaded with her not to let him do it again. But within days the guilt would give way to desire. "It was like an addiction," he says. How much that addiction had to do with his own childhood, George can't say. But when he was five, an 18-year-old uncle forced him to perform a sexual act. He never told anyone about it, and the uncle later died.

'A Victim': When she finally confronted the two of them, Mary recalled her own experience. "I had no anger with Ann," she says. "I knew she was a victim. She was very calm. She seemed relieved." They agreed George should seek professional help, and Mary and he went to a mental-health agency. The agency reported the problem to legal authorities as required by law; Mary was shocked when the sheriff entered the case. "I didn't even know it was illegal," she says. "I'd never wanted to accuse Ann of anything that would mess her up. I thought that what had happened in my life was causing the problem."

George served four months in a work-furlough program, carefully hiding his crime from other prisoners. "If you're a child molester, they'd as soon kill ya as look at ya," he says. "I felt like the lowest scum on earth." Then Mary and George started group therapy. "I kept waiting for all the guys with raincoats and greasy hair to show up," laughs Mary. "But everyone looked like regular middle-class people." Through counseling, they've been able to rebuild their marriage and find a measure of self-esteem. "I feel very bad about what I did," says George, holding Mary's hand as he speaks. "But it's in the past and we're going on. Right now, I feel more love than I've ever felt before."

GERALD C. LUBENOW in San Francisco

gether ,so that he could work out his fantasies."

Another equally controversial approach to therapy involves the drug Depo-Provera, a synthetic hormone that is used as a contraceptive in women. In men, it reduces sexual desire, and for years doctors at Johns Hopkins Hospital in Baltimore have been giving it experimentally to male sex offenders. Earlier this year, a judge in Kalamazoo, Mich., ordered that the drug be administered to Roger Gauntlett, 42, the great-grandson of the founder of the Upjohn Co., which makes Depo-Provera. Gauntlett had pleaded no contest to charges he assaulted his stepdaughter, and at first another judge was going to let him off with a $2 million charitable contribution. The ensuing public protest led to a change on the bench, and the new judge, Robert Borsos, sentenced Gauntlett to regular doses of Depo-Provera. Gauntlett is appealing the sentence, partly because the drug is said to be risky for people who suffer, as he does, from high blood pressure and a heart condition.

Pressure: Some experts haven't given up hope for more conventional therapy. "We look at it like an alcohol-abuse problem," says Dr. A. Nicholas Groth, director of the program for child molesters at the state prison in Somers, Conn. "We don't think there's a cure, but you can learn to control it." But precisely because there *is* no cure for many molesters, pressure is rising in many parts of the country for longer prison sentences, if only to keep abusers away from children. In Scott County, Minn., a while ago, James Cermak and five adult members of his family were prosecuted for molesting several child relatives. When Cermak's five-year-old son was informed that his father had been convicted and sentenced to 40 years in prison, his first question was: "How long is 40 years?" Prosecutor Kathleen Morris replied: "You'll be as big as your dad when he gets out." With a sigh of relief, the child said: "Then he can't hurt me."

Molesters do hurt children, sometimes physically and almost always in spirit. The bodily damage can include torn vaginas and rectums and venereal disease. Foreign objects are used with sickening frequency. Members of the sex ring in Jordan, Minn., are accused of inserting curlers and candles into their little victims.

Eleven-year-old "Andrea" seemed to be cured of her epileptic seizures until a 38-year-old man next door abused her a year ago. Then she started having seizures again—every time she was called back to court to testify. Her mental torment may be even greater than her physical suffering. The neighbors and their children seem to blame her for the molestation. "The kids at school say, 'Well, you probably let him do it to you,' and I say, 'No, I didn't,' and they say, 'Well, then how did he do it to you?' " Andrea pauses for breath. "They think I let him do it for money," she says. "I told them, 'I didn't know he'd do anything like that.' But they said, 'You probably let him do it'."

Hank Harrotte (in front sweater) guides group therapy for adults who were molested as children. Sharing old fears and feelings often helps eradicate the scars.

More extensive sexual abuse leads to more extensive mental damage. A study directed by Ann W. Burgess, a professor at the University of Pennsylvania School of Nursing, found that the victims of child sex rings suffered from nightmares, hyperalertness, insomnia and flashbacks—the same symptoms of post-traumatic stress disorder that are found in combat veterans. Other research shows that the victims of sadistic sexual abuse cope with repeated assaults by developing multiple personalities—a dozen or so on average, and sometimes more than 100 separate identities. "I became another little girl so he couldn't hurt me," one child told New York social worker Flora Colao.

Touch: The effort to spare children from such ordeals is taking many innovative forms. One of the more successful is the Illusion Theater of Minneapolis, whose playacting helps children to recognize the perils of sexual abuse. The theater company has traveled to 35 states and licensed 11 "franchises" to perform its plays. At the Hale Elementary School in Minneapolis, 500 kids watched a performance of "Touch" last week. Six players acted out scenes of sexual abuse—a grandfather's good-night kiss turning into fondling of the breasts, two babysitters talking kids into taking off their clothes.

It is no longer enough for parents to warn their children against accepting candy or rides from strangers. There are other lessons that need to be taught at home:

- It's all right to say no to an adult. "This is the chapter that Dr. Spock left out," says social worker Colao. "We teach our children to be quiet, to obey, to always be good. We teach them to be perfect victims." Instead, kids should learn that there are certain things that no adult—even a relative—has a right to ask for or do to a child.
- Trust your instincts. If a child feels uncomfortable with the hugs or kisses he gets from a relative or friend, his parents should not encourage him to put up with them for the sake of avoiding a fuss.
- If a situation seems menacing, run away. Or yell your head off. The Children's Self Help Project in San Francisco coaches kids in a self-defense yell, a deep, fearsome sound that rumbles up from the diaphragm and sounds clearly different from the high-

Virginia McMartin is wheeled into court in Los Angeles. The allegations against her have terrified parents who must rely on day care—and the kindness of strangers.

SPECIAL REPORT

pitched noises of ordinary childish play.
■ Don't keep secrets. Where sexual abuse is concerned, children should be encouraged to "tell"—and parents should listen.
■ Don't blame yourself. Children should be taught, even before anything happens to them, that sexual abuse is not the victim's fault. "It is just a tragic accident, much like a car crash," says UCLA psychologist Paul Abramson.

Is it possible to overdo such precautions? Ryan Campbell, seven, was playing by his house in Austin, Texas, a while ago when he noticed that his father, who had been doing yard work, was no longer in sight. Panicked, the boy ran inside and told his mother: "I was afraid someone might grab me!" Ryan's mother, Cathy, works for a state agency that investigates child abuse, and she knows about the ugly things that can happen to kids. Still, she says, "It grabbed my heart to hear the fear. I want my children to be cautious, but I don't want them to be afraid."

But there's only a thin line between caution and fear. In the past, parents tried to shield their children from ugly realities—and probably did not tell them enough. Today, as the full extent of child molestation becomes clear, parents must find ways to acquaint their children, as calmly as possible, with the new facts of life.

RUSSELL WATSON with GERALDC LUBENOW in San Francisco, NIKKI FINKE GREENBERG in Washington, PATRICIA KING in Minneapolis, DARBY JUNKIN in Denver and bureau reports

'Letter From a Pedophile'

Warren K. Mumpower is a pedophile. He insists that pedophiles are different from "rapists" and other molesters: the pedophile, he says, wants "loving" relationships with children. But the law isn't interested in such distinctions. In 1982 Mumpower, 40, a twice-divorced father of four, was convicted of lewd and lascivious behavior with an eight-year-old girl. He is currently serving a 15-year prison sentence at Avon Park Correctional Institution in Florida. Following, excerpts from a letter Mumpower wrote to a U.S. Senate committee investigating child abuse:

The sexual abuse of children is of such magnitude that it would stagger the mind of the average person. Stop some day and watch the children on the playground. Then say to yourself, "Most of those little girls over the age of eight have had or will have sexual contact (not necessarily intercourse) before puberty."

The pedophile's experiences with his girls are, in his mind, romantic experiences, and he may truly believe he is "in love" with her. His level of understanding of life and love is very childlike. He lives in a fantasy world and still tries to believe Cinderella lived happily ever after. He has experienced the realities of life, found them distasteful and tries to return to his Cinderella world. He is generally very polite, kind and appears to be genuinely concerned . . . [which] plays right into [a child's] vulnerability. A few kind touches and she is a hotbed of sexual feelings.

The pedophile is generally a somewhat successful man—at least to the limits of his education and abilities. He may have been rejected by a wife or adult girlfriend but otherwise is accepted by society and is probably a respected citizen of the community. Society has not rejected him—he has rejected society. The child molester has troubles with society as a whole. He has generally been rejected by society (or thinks he has) and is unstable in his work habits, is unable to function socially and is fairly much a loner. He is living in reality and cannot cope with it. He has nowhere to escape but to the child's world. Sex becomes his escape mechanism.

Unfortunately, solving the problem of sexual abuse of children is not so simple as to tell the child to not accept candy from strangers . . The single-parent family is the most important group to reach. Generally the mother is unstable emotionally . . . As much as parents do not wish to admit, they must realize their life is the EXAMPLE that the child will follow. If the mother is of immoral character and allows her boyfriend to "move in," then it is certain the eight-year-old will have her own boyfriend. Chances are it will be a man. First, she is looking for a replacement for "daddy." Second, she feels further rejection because some other man is stealing attention from her mom that she feels is hers . . . Many single parents, and married ones also, are so wrapped up in "self" that they actually pawn their children off on the pedophile . . . to get the "brats" out of their hair. This rejection plays right into the hands of the pedophile.

'Love': I would like to relate an experience of mine involving a young neighbor girl of seven or eight. I had just come home from work on a Friday afternoon and was in my bedroom relaxing for a few minutes before starting supper for my children and myself. The girl came bursting into my room in tears. After I calmed her sobbing down to the point where she could talk, she asked if she could spend the weekend. I, of course, was curious why she wanted to spend the weekend and what was all the sobbing about. Her reply was her mom was having another of her boyfriends for the weekend and she could not bear having to get up in the middle of the night to go to the bathroom walking past her mom's room and seeing some "fat ass" bobbing up and down. After much caressing, cuddling and mutual fondling in the nude, I asked her, "What is the difference between what we just did and what your mom does?" Her response: "I LOVE you."

Have you hugged your kids today? If not, a child molester will!

A convicted child molester at the Somers Correctional Institution in Connecticut. Are pedophiles really romantics trying to escape from adult reality?