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PUBLIC HEARING

before

THE COMMISSION ON MISSING CHILDREN IN NEW JERSEY

(ASSEMBLY CONCURRENT RESOLUTION 115)

Held:
January 30, 1985
Freeholders Meeting Room
County Administration Building
Elizabeth, New Jersey

MEMBERS OF COMMISSION PRESENT:

- Assemblywoman Marlene Lynch Ford, Chairperson
- Senator Raymond J. Lesniak
- Senator John H. Ewing
- Barbara Hover
- Beth Ingoglia
- Robert Jackson
- Rose Prystowsky

ALSO PRESENT:

- John B. Lee
- Senior Research Associate &
- Sharon Larmore
- Research Assistant
- Office of Legislative Services

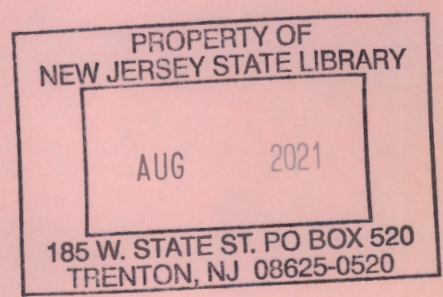


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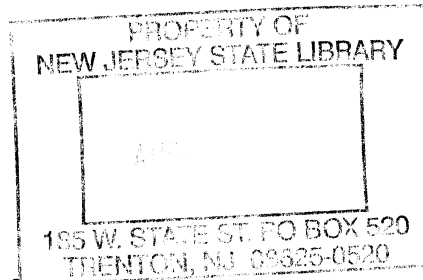


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ASSEMBLY CONCURRENT RESOLUTION No. 113

STATE OF NEW JERSEY

INTRODUCED MAY 14, 1984

By Assemblywoman FORD, Assemblymen DOYLE, S. ADUBATO, Assemblywoman WALKER, Assemblyman BAER, Assemblywomen PERUN, KALIK, GARVIN, Assemblymen KARCHER and BROWN

A CONCURRENT RESOLUTION creating a commission to study the problem of missing children in New Jersey.

1 WHEREAS, There is a growing recognition that the phenomenon of
2 missing children constitutes a substantial and often tragic prob-
3 lem in our society; and

4 WHEREAS, More than 1.8 million children throughout the United
5 States are missing for a period of at least 24 hours during each
6 year, and some 50,000 children are still missing at the end of
7 each year; and

8 WHEREAS, These children, often invisible to the institutions that
9 might protect them, are at grave risk, and experts believe that
10 most of the children missing from their homes and not living in
11 a family environment are victims of sexual or physical abuse;
12 and

13 WHEREAS, Because the missing child problem is multifaceted and
14 multidimensional, an effective response will require coordinated
15 efforts by a broad array of governmental and ungovernmental
16 entities at the local, State and national levels; and

17 WHEREAS, The formulation of an effective response strategy neces-
18 sitates the gathering of substantial data and the utilization of
19 the knowledge and experience of many individuals and institu-
20 tions; now, therefore,

Matter printed in italics *thus* is new matter.

Matter enclosed in asterisks or stars has been adopted as follows:

***—Senate committee amendments adopted July 30, 1984.**

1 BE IT RESOLVED *by the General Assembly of the State of New*
2 *Jersey (the Senate concurring):*

1 1. There is created a commission to consist of 10 members, three
2 to be members of the General Assembly, no more than two of whom
3 shall be of the same political party, and two public members to be
4 appointed by the Speaker of the General Assembly and three to
5 be members of the Senate, no more than two of whom shall be of
6 the same political party, and two public members to be appointed
7 by the President of the Senate.

8 The members of the commission shall serve without compensa-
9 tion. Vacancies in the membership of the commission shall be
10 filled in the same manner as the original appointments are made.

1 2. The commission shall organize as soon as may be after the
2 appointment of its members and shall select a chairman from
3 among its members and a secretary who need not be a member of
4 the commission.

1 3. It shall be the duty of the commission to investigate the na-
2 ture and scope of the missing children problem in New Jersey,
3 to examine means of improving the response to this problem by
4 governmental entities at all levels, and to consider any and all
5 other measures which might be taken to prevent or remedy the
6 problem.

1 4. The commission shall be entitled to the assistance and ser-
2 vices of the employees of any federal, State, county or municipal
3 department, board, bureau, commission or agency as it may re-
4 quire and as may be available to it for these purposes, and to em-
5 ploy technical, stenographic and clerical assistants and incur
6 traveling and other miscellaneous expenses as necessary to per-
7 form its duties, within the limits of funds appropriated or other-
8 wise made available to it for these purposes.

1 5. The commission may meet and hold hearings at the place or
2 places it designates during the sessions or recesses of the Legis-
3 lature and shall report its findings and recommendations to the
4 Legislature no later than one year following the organization of
5 the commission, with any legislative bills which it desires to rec-
6 ommend for adoption. **The commission shall also forward a copy*
7 *of its findings and recommendations to the Missing Persons Unit*
8 *of the Division of State Police in the Department of Law and Public*
9 *Safety.**

1 **6. The commission shall expire one year following its organiza-*
2 *tion.**

COMMISSION ON MISSING CHILDREN

PUBLIC HEARING

UNION COUNTY ADMINISTRATION BUILDING

ELIZABETH, N. J.

JANUARY 30, 1985

The hearing convened at 7:00 p.m. Members present: Assemblywoman Ford (Chairman), Senator Ewing, Ms. Hover, Ms. Ingoglia, Mr. Jackson, Senator Lesniak, Dr. Prystowsky.

After brief introductory remarks by the chairman, the Commission heard the following witnesses:

Mr. Ray Bramucci, on behalf of U. S. Senator William Bradley, presented a statement by the senator, expressing support by him for the work of the commission, alluding to recent federal legislation in this area, and emphasizing that, aside from legislative initiatives, "a strong network in schools, homes and neighborhood organizations" will be required to deal effectively with the problem of missing children.

Assemblywoman Angela Perun spoke in support of pending legislation to develop a voluntary program of fingerprinting school children for identification purposes (A-319), and to provide for the Division of Youth and Family Services to study the development of a uniform system of registration of school children.

Three parents who have experienced the abduction of children by an estranged spouse recounted their experiences: Gene Choisie, Patricia Gilmartin and Thomas Bonner. All alleged and

deplored a reluctance of the authorities to take serious and vigorous action in such cases. Mr. Choisie noted that the authorities do not view parental kidnapping as being so dangerous as stranger abduction; but that, at a minimum (even assuming no deliberate abuse by the abducting parent) it imposes the mental and emotional strain of a fugitive life style upon the child. He suggested that the description (or photograph) of abductors, as well as of missing children, be publicized (as in the milk-carton project, described below); also, that parental abduction be made a "felony". (The chairman interposed that recent legislation (P.L. 1982, c. 199) has raised the seriousness of this offense from that of "disorderly persons" to an indictable crime.

In the course of Mrs. Gilmartin's testimony, Mr. Jackson raised the question why the child-custody order obtained by her in California was "not good in New Jersey." The chairman pointed out that such orders, being based on circumstances made known to the court at the time of issuance, are always subject to review whenever the case is reopened in court.

Mr. Bonner, concurring with the others in faulting the general indifference of constituted authorities, noted that he had been able, by utilizing non-official channels of information, to locate his child, and to regain him by his own efforts.

Howard L. Runyon, Sr., Past President of the N. J. State Association of Chiefs of Police, took note of recent federal legislation ("Missing Children Act") that will make available the resources of a nationwide computerized information service

for the purpose of tracking missing children. He observed that the system "may very well be underutilized" at present, and emphasized the need for law-enforcement agencies to supply prompt, full and accurate information for entry in the system. He also described the "Operation Homefree" program sponsored by the International Association of Chiefs of Police and the Trailways Bus Corp., under which runaways are supplied free transportation to encourage them to return home.

Sheriff Ralph Froehlich of Union County briefly addressed the commission, and outlined plans to establish a similar study commission on a county basis. Undersheriff John J. Troiano delivered an argument for development of a program of uniform enrollment practices in schools that would facilitate the identification of abducted children when attempts are made to enroll them in schools.

Assemblyman Edward K. Gill described the program under which dairy companies print the pictures of missing children on their cartons. The rationale is that these cartons are seen, in the course of every day, by every member of a family, and the opportunity for identification of an abducted or runaway child (e.g., as a new schoolmate or neighborhood resident) is thus greatly enhanced.

FBI Agent Robert A. Ricks outlined the conditions under which the agency's nationwide information services -- available since 1983, pursuant to the "Missing Children Act", through the National Crime Information Center (NCIC). This service supplies information to inquiring law-enforcement agencies.

Mr. Ricks stressed that the act conferred "no new investigative jurisdiction" on the FBI. For the agency to participate in the investigation of a case there must be evidence of a crime within its jurisdiction. Where a case is based upon evidence of interstate flight to avoid prosecution (a federal offense), there must be an outstanding state arrest warrant, sufficient evidence of interstate involvement, and a request for FBI assistance from the state authorities, who must also agree to pursue the case with extradition (if necessary) and prosecution. Action by the FBI also depends upon issuance of an interstate-flight arrest warrant by the appropriate U. S. District Attorney.

Deputy Chief John M. Liano of the Linden Police Department delivered a statement emphasizing the importance of "continuous media exposure", both for the purpose of circulating identification of missing children, and also to promote public awareness of the problem and stimulate preventive and precautionary measures.

Undersheriff Joseph M. Pelliccio of Hudson County discussed the activities of the recently established (September 15, 1984) Missing Persons Unit within the sheriff's office of that county. He noted that the unit's primary emphasis was upon prevention, and that this required awareness and cooperation of the public. He alluded to pending legislation (AJR-56) that would provide for the development of a "prevention against abduction curriculum" in the schools.

Eric Krantz, of the Foundation to Find and Protect New Jersey's Children, remarked that law-enforcement agencies, in

general, have been found "ineffective in dealing with this type of problem."

Lieutenant Charles Harris of the Union County Sheriff's Department delivered a brief statement outlining his experiences in the missing persons unit of that department. Alluding to previous testimony by parents, he acknowledged that there does appear to be a persistent reluctance upon the part of various state authorities to enforce custody rights obtained in another state against a state resident. This creates a great obstacle for a parent whose child has been abducted by a divorced or estranged spouse and taken to another state.

Dr. Rashmir Skadegaard of the Avenel Diagnostic Center stressed what she identified as a "high correlation" between runaway or abduction cases and a history of sexual, physical or emotional abuse in the child's family situation. She recommended programs of education to make children "aware of what constitutes sexual abuse" -- since they are not likely to recognize it as "abusive" if it forms a part of their earliest experience. Dr. Skadegaard also deplored the lack of the "indeterminate sentence" to guarantee that the release of sex offenders will be determined by progress in their cure, rather than mere lapse of time.

Cynthia Newman, Chairman of the Union County Task Force on Latchkey Children, outline certain goals in the approach to the problem of missing children: (1) closer cooperation between

agencies and organizations concerned with the problem; (2) closer collaboration between schools and parents; (3) higher police priority and greater community involvement in such cases; (4) education, of both children and parents, in awareness and preventive measures (5) greater community responsibility for the children of working parents.

Valerie Novak, R.N., a school nurse, also stressed the importance of "awareness" as a preventive. She further noted the need for counseling programs to assist abducted children after their return.

Lieutenant Mattis of the N. J. State Police, described the organization and functioning of the Missing Persons Unit. It comprises six officers, assisted by a computerized data management system, providing information to all law-enforcement agencies. He said the assistance of the unit is available on a round-the-clock basis.

Due to recording difficulties, the audio tapes of this public hearing could not be transcribed; however the following statements, letters, pamphlets, leaflets, and various newspaper articles were collected from those who testified at the hearing and have been made a part of the public record.

STATEMENT BY SENATOR BILL BRADLEY
TO THE NEW JERSEY COMMISSION ON MISSING CHILDREN
JANUARY 30, 1985

Thank you for asking me to talk with you about missing children. My duties in the US Senate frequently concern such global issues as the deficit, taxes, and foreign policy. But no issue has touched me more personally than the problem of missing children. I welcome the chance to emphasize the need for an organized public response to this problem.

Last month, there were 1,195 New Jersey children reported missing. Many of these are teenage runaways, some are thought to have been abducted by parents without custody, and an alarming number are suspected victims of involuntary abduction or sexual exploitation. It is my hope that in the months to come we will be able to reduce these numbers by working together. We want to avoid the tragedy of even one missing child.

I am extremely pleased that we now have in place both the Missing Children's Act of 1982 and the Missing Children's Assistance Act, the latter of which passed just last October by a Congress which has become sensitized to this issue. The legislation established a national clearinghouse and resource center for missing children and a national toll-free hotline which receives 150 calls every working day. The National Center for Missing and Exploited Children recently expanded its hotline hours and has been instrumental in providing information to community groups on unusually effective programs and specific cases.

I have long been a proponent of missing children legislation at the federal level, but federal legislation is clearly not enough. State support is also essential. The designation of a State Missing Children's Day here in New Jersey will certainly help to publicize the issue. I am supportive of the efforts of Assemblywoman Ford and this Commission to help place New Jersey in the forefront of efforts to find missing children and prevent further abductions.

However, even legislation at the federal, state and local levels alone cannot eliminate this serious problem. I wish it were that simple. It will take a strong network in schools, homes and neighborhood organizations to return these children to their parents and to prevent more children from joining the ranks of the missing.

I am heartened by the teamwork of our law enforcement agencies in New Jersey and such active and dedicated friends as the Foundation to Find and Protect America's Children, the New Jersey Education Association, the New Jersey Congress of Parents and Teachers, the New Jersey Parent-Teacher Association, and many others. Their active involvement has not only helped local children, but has perhaps been most effective in educating the public about this important issue.

The directory of missing children distributed by the New Jersey Education Association to all schools in the State is

just one example of the teamwork across geographical and organizational boundaries which is so crucial to our success.

I look forward to the coming year as one in which more organizations and individuals will be involved in the search for, and prevention of, missing children. I applaud the efforts of local physicians and dentists who have been instrumental in helping with the grim task of identifying dead children. In addition, the initiatives of many private businesses--such as the dairies which are publicizing missing children on milk cartons--have been very encouraging. Neighborhood organizations, such as the YMCA and Boys' and Girls' Clubs, could undoubtedly provide much needed assistance in this team effort.

It is easy to distance ourselves from the reality of missing children or to lose ourselves in statistics, but is the sadness of a case like Adam Walsh, abducted at a local shopping center and murdered days later, that drives home the tragic reality of the problem and the urgency of our team effort. In years to come, working together, we will measure our success by the joyful reunions we have helped to bring about, and by the separations we have prevented. I am confident that our network of families, schools, and state and national organizations will succeed, and I pledge to this Commission and its members all the assistance and support I can provide.



GENERAL ASSEMBLY
OF NEW JERSEY
TRENTON

ANGELA L. PERUN
ASSEMBLYWOMAN, DISTRICT 17 (MIDDLESEX-UNION)
120 WEST SEVENTH STREET
PLAINFIELD, N. J. 07060
201-756-1820/1823 (DO)

Position Paper:

Missing Children

I have sponsored two pieces of legislation addressing the problem of missing children. Both proposals have received the support of the Union County Sheriff's Department and a number of child protection organizations.

A-319 establishes a uniform statewide program for the voluntary fingerprinting of schoolchildren. All fingerprints would be retained by the parents (not police or school authorities), and no prints would be made without parental consent. Smudged or incomplete prints would be destroyed immediately to prevent their improper use. This program may prove extremely valuable in locating missing children, and, in the tragic circumstance of the death of a child, would assist in positively identifying a body and ending the ordeal of a parent uncertain whether a child is dead or alive.

Another measure I have introduced, AR-74, directs the Division of Youth and Family Services to conduct a study, which must be completed within three months, of proposals for the uniform enrollment of schoolchildren. The current hodgepodge of enrollment practices among school districts hampers attempts to locate missing children.

I believe that these proposals represent important steps in addressing in a positive, constructive fashion this tragic problem for our state.

Testimony Presented by
Gene Chiosie
Father of Two Missing Children
West Milford, New Jersey

This is a letter I have written to many individuals, magazines and newspapers. No one has paid much attention to it. I have had very little response. I would like to have it included in the official record:

"To Whom This May Concern:

Five years ago, my two children were kidnapped by my ex-wife and her boyfriend. My son was just three years old; my daughter was eight months old. Both were too young to contact me or stop the abduction.

This kidnapping occurred with the knowledge of my ex-wife's parents and her boyfriend's mother. Even though I have legal custody of my children, the law did not help me.

The District Attorney's office [in Orange County, Florida] totally ignored me for a full year. They threatened to jail me and my father for bothering them. My father was simply trying to get warrants for their arrests as kidnappers.

The police told me that my children were not missing -- that they wanted to be gone. District Attorneys asked why I was worried since the children were with their mother. Judges postponed and dodged the case for years under the pretext of calendars, misworded pleas, et cetera.

I have had a lawsuit pending against my in-laws and the boyfriend's mother for over four years now. The in-laws have just refused to appear at any court-appointed meetings, and the courts have ignored it and rescheduled the meetings.

The boyfriend's mother, who admittedly drove her son, my ex-wife and the children to another state to run, says she receives sporadic calls from her son and hints that if I were to drop all criminal charges, which took me three years to obtain, against her son and my "ex", and all suits against her,

her son and my ex-wife, and if I were to possibly relinquish custody, my ex-wife may return with the children.

If I were to agree with this, they could show up for one day, then disappear into the woodwork, with no hope of ever finding them.

Gloria Yerkovich, President of Child Find, of which I am am a member and speaker, recently saw her daughter who was snatched and has been gone for 10 years. I don't know all of the details of the negotiations she and her "ex" went through for him to return, but I do know that she did not win - he did.

This may be the new trend in child-snatching: Hide for enough years, then demand complete amnesty and judicial forgiveness, and then they will return. This is no more than kidnapping with blackmail thrown in.

As long as these parents are treated as parents, and not as the criminals they are, and as long as the police, courts, district attorneys and newspapers "soft touch" them in this issue, they - the people of authority - are legalizing child-snatching, and there will be no hope for the 50,000 - 100,000 children who are kidnapped each year - and no hope for the fathers and mothers with no where to turn.

The unfortunate part is that these parents do it for spite. It has been proven many times. Yet, it is still considered "just a parent trying to grab her or his child."

The parents of the child-snatcher - my in-laws, the boyfriend's mother - helped in this kidnapping with no reprisal whatsoever. If you helped in a bank robbery - as a driver, for instance - or if you helped in any type crime, you would be considered a criminal in the act. But these people are totally free to do as they wish, to help as they want, and to remain untouched by laws, or any kind of threats by police or judicial or even civil action. Judges do not want to get involved in family cases.

Until the lawmakers, the state Legislatures, Congress, the Senate, and so forth, make laws to treat these people as criminals, they are going to continue harming the one thing we hold sacred in this country: our children."

(End of letter)

It's hard to explain in a brief time what has happened over five-and-a-half years. Anyone who can change the laws can do some good in preventing child-snatching and kidnapping.

My case is one of custodial interference, which does not sound as bad as kidnapping; however, it is just as tragic. The highly publicized case of the young boy who was kidnapped and burned in a motel room by his father before being returned from California shows that parents are not always what they are supposed to be. There is a lot of abuse, plus physical and mental strain, on these children.

The legislators at the public hearing were shocked by the lack of cooperation I received from the district attorneys in Orange County, Florida. D.A. Ritter was the first to hear of my case. He refused to see me. He moved on to some kind of judiciary position. D.A. Ed Myers took over. He, too, refused to see me, then threatened to jail my father for trying to report my children's kidnapping.

D.A. Myers told the Orange County Prosecutor to have my father locked up if he would not leave the office and stop bothering him. We were not causing trouble of any kind or making a scene. We were just sitting in the office trying to report a kidnapping, in order to have it on record.

D.A. Myers finally made the crime a misdemeanor and classed it "extraditable." When he was voted out of office, D.A. Brown took over. He, supposedly, tried to make the crime of a little higher degree, with the possibility of felony warrants coming down if my ex-wife and her boyfriend are ever caught. I have a letter to that effect. Until recently, I thought felony warrants had been issued. Apparently, they had lied to me.

The FBI has been involved, but has done very little. They claim they cannot tap telephones, even though a known kidnapper is calling his mother. They can't tap the mother's telephone to find out where her son is calling from?

I applaud the efforts of Assemblyman Gill for his efforts with the milk carton legislation; however, my children were eight months and three years old when they were last seen by me. They are now six and eight years old. I would not recognize

them from old pictures on a milk carton, so no one else is going to either.

My theory is this: The children are not criminals; they are victims. With a crime, such as this, the pictures of the criminals - the kidnapers - should be published on the milk cartons. I would like to see the faces of my ex-wife and her boyfriend on a milk carton, because they are the ones who will be recognized and noticed. They are the ones who have to go out in public and work with other people.

Publishing the pictures of the children is a beginning, but it is really not going to help. The lawmakers must go after the child-snatching parents. Their facial features are set more than those of an eight-month-old child.

I have appeared twice on television, and my story has appeared in half a dozen newspapers across the country. I have a reward poster with pictures of my ex-wife and her boyfriend on it. It has been published and put on television each of those times.

This is legal. I have checked the laws. Because there are warrants out for their arrests, and because I have legal custody of my children, such an action is legal. It works on the same principle as a "wanted" poster in a post office.

Recently, I have been in contact with the National Missing and Exploited Children Hotline. They are doing milk-carton work and are, supposedly, interested in the idea of publishing the adults' pictures. I have provided them with legal data - custody papers, divorce decrees, et cetera.

If the lawmakers are honestly looking for a solution to this problem they should realize that, if I were a child-snatcher, I could not go to work if I were afraid of a jail sentence. Even if, out of spite, I took my child, illegally, within a week I would have to realize that I could not leave work; I could not get a new job; I could not hide if my picture is being shown on televisions and milk cartons all across the country. So, I would return quicker.

The same principle, or theory, if you will, applies to mothers of the child-snatchers, such as my former mother-in-law.

They are not going to help kidnap their grandchildren if they feel they could be put in jail. They would not be so quick to help their darling daughters and sons.

One of the most important things to remember in these cases is that the children are abused. It has happened in every case I've heard of where the children were finally returned to the custodial parent. Just the strain of being on the run is abuse. There is physical abuse, such as the boy who was burned. There are 100 horror stories.

Dick Ruffino was on TV with me once when the commentator nonchalantly said, "Custodial interference can't be that bad, can it?" Ruffino said, "Well, I've just finished working on three cases." The commentator then asked the results. "We found three bodies," Ruffino answered.

Those were cases of parental kidnapping. Parental kidnapping is just as dangerous as kidnapping by a stranger. Many of the abuse cases you read about in the newspapers and magazines involve stepfathers, stepmothers and live-ins. And this is where the children are totally vulnerable. They don't have the luxury of living a normal life. They can't go to a doctor when someone hurts them, because the kidnapper-parent can't have a social worker look in on her or him because they are in hiding. So, they, in turn, hide the bruises, the breaks and the terror.

Until laws are enacted against child-snatching parents making them kidnappers, they are going to continue to go away scot free. Thank you.

Testimony of Patricia Gilmartin
Mother of Missing Child

My son, Mo McCarty, was taken from me by his father in the state of California in June, 1980. I did not have custody in that state. Prior to the kidnapping, I was told by a lawyer that I would have to notify his father in order to have a custody hearing.

His father was a violent man who I was hiding from, so that was out of the question. After his father kidnapped him, I was told I could obtain custody in California; however, if he left the state, it would do me no good. So I followed them to New Jersey, where I received custody. Since his father did not appear in court, a bench warrant was issued for his arrest, but the charge was a misdemeanor. As far as the New Jersey legal system was concerned, that was the end of the matter.

I contacted Child Find, but was told that since my son was only two years old there was really not much they help me with other than to recommend detectives. I paid these detectives a \$500 retainer and \$75 a week for eight months -- for absolutely nothing.

I tried to have my son's father put on the national computer. I was told by the detectives that this had been accomplished; approximately six months later I was informed that it could not be done. I was told to get a lawyer. The lawyer said that since there were no other charges I could not have it done. I was then told the only way to have him put on the computer was if he had committed a felony. This was not the case.

After the Missing Children's Act, I tried to have the charge raised to felony status, but a person cannot be charged with a crime that was not a crime at the time it was committed; I couldn't have the charge raised and I couldn't have him placed on the computer. I talked with the prosecutor and was told there was no way to have him placed on the computer.

I wrote to the Governor, explaining the circumstances. The Lieutenant Governor wrote back, suggesting possible ways to have someone placed on the computer: for instance, if the action was not voluntary or if the child was in the care of a person who might endanger his health and/or well-being. Both of these instances being

true, I proceeded to the Hainesville trooper barracks. The letter said that it could be done by either my lawyer or me, but the troopers insisted for quite awhile that it had to be done by my lawyer. They finally said they could not put him on the computer, because it had to be done by the prosecutor. The letter said to go to the State Police.

I again went to the prosecutor who had first said "no" but then told me it would be done. It was not. Again, I went to see a lawyer and, again, he said that it could only be done if I could persuade the prosecutor to raise the charges. Finally, in February, 1984, when I went to the prosecutor's office with a friend, whose uncle happened to be high up in the New Jersey State Police, a way was found.

I had gone to Florida on a lead. The lawyer in Florida told me that I had to be able to prove that John Steven McCarty had been served notice to appear in court. That seemed simple enough. I went to the lawyer, who informed me that they did not have any papers and that I must have gone up to have him served with the State troopers before making proper copies. They had none, and didn't know how I would be able to obtain them. I only did what the lawyer told me, but now was told it was my fault that these copies were not available.

I went to the Hainesville barracks to see if they had any paper work, but was told they did not handle the matter. After arguing with them for at least 30 minutes -- I told them that they, indeed, did handle it, while they yelled that they did not -- they said it should have been handled by the sheriff. When we finally got through all of that, I was told there would be no record going back that far showing whether someone was served.

I remembered one of the troopers who had gone with me to serve notice. When I tracked him down, he was willing to sign an affidavit with a notary public.

No one ever suggested to me to have my son placed on the computer until this past summer when Suzanne Rosen from the Foundation to Find and Protect New Jersey's Children so informed me. Beginning then, I tried to have my son placed on the national computer.

First, I was told to go to the trooper barracks and just tell them to do it. I was assured there would be no problem. There I was told that since the prosecutor's office had placed my son's father on the same computer they would have to use the same number. Virgil Rome,

of the prosecutor's office, told me that since this was something new he would have to find out from his superior how to go about it. When I received no word from him for over a month, I called and was told that his superior was on vacation, but that he was getting around to it. Then Virgil was out of town for a week.

When I finally called the Foundation to explain that what they had been so sure would be so easy was still unaccomplished, Suzanne Rosen started calling Virgil Rome. She was told he was in a conference each time she called and said who she was. Although she never got through to him, he called me the next day to say that it could be done if I sent them all the information about my son: blood type, social security number and, if possible, a footprint from his hospital birth certificate.

The hospital would not release his blood type without a signed letter requesting it. I sent it and waited three more weeks. When I called the hospital, they said they had not received it and told me I would have to do it all over again. Eric Kranz managed to have my son placed on the computer without a blood type or social security number.

It has been my whole experience that I can expect no cooperation from any law enforcement agency. The whole burden of finding my son rests with me. When I call them [the law enforcement agencies] they want to know what I have found out. Virgil Rome is only acting under orders from his supervisor. He has tried to help as much as he can. He made a visit to my mother-in-law's to question her, but it seems this is viewed as harassment. I have been taken to court for harassing her. I had to pay for a lawyer, take time from work, and go through the upset. She never appeared in court for the case, and it was dismissed. It bothers me that I am forced to go through this, simply because I asked how my son is, while I am unable to obtain little help as far as finding him.

I would like to mention and thank those person(s) who have helped me.

Judith Benninger Brown, a lawyer from Gainesville, Florida knew her job, and was sympathetic to the case. With no problem or delay, she obtained a custody order for me in the state of Florida. In court she also got the judge to decree that if John Steven McCarty were

found in Florida he would receive a jail sentence of probably six months. Although it is not part of her legal duties, and she has more than fulfilled her legal obligations, she still writes to me to let me know she is there and willing to help if possible. She cannot believe that New Jersey is as backwards as it is with regard to missing children.

The Foundation to Find and Protect New Jersey's Children has been willing to try to come up with new ideas on the search. They helped me contact schools in Orange County, New York by obtaining a list of all principals, writing and copying letters and pictures, and circulating them.

The first day I called was my son's birthday, and I became emotional on the telephone. Suzanne Rosen telephoned me later to let me know her concern. Although this particular act does not help me find my son, it does help me hang on until such time, and it was the first time anyone, other than personal friends, showed any sign of concern.

The Foundation fought with the prosecutor's office for me to let them know that I was no longer alone in my search. Suzanne spent one whole day calling the prosecutor's office and being told that Virgil Rome was "in conference" and could not take her calls. Although she did not manage to contact him, he called me back the next day at 9 a.m.

I want to thank Eric Kranz. This ordeal presented an expense that I could not possibly afford. The amount of money incurred by having someone work so hard on the case is staggering. I always knew that if someone spent the time to search, my son and his father would be found; however, the only way for that to happen, I believed, would be if I was extremely rich. Until Eric Kranz and the Foundation, there was no other way. I cannot describe the frustration just knowing this led to. On the other hand, I cannot describe the gratitude I now feel for their efforts. Thank you.

From my experience, if the kidnapping of children, especially parental kidnapping, was treated as a crime and the offending parents as criminals, the frustrations and pain I have gone through would not exist. I realize the system is not perfect, but the total disregard for my situation or the possible harm that may befall my child is

unforgivable. There is no way I can explain the feeling of being considered a pest while my two, three, four, five, and now six-year-old son is in danger and is being held against court order. Thank you.

Report from
Thomas C. Bonner
Sussex, New Jersey
1-30-85

On January 5, 1982, my ex-wife and her boyfriend tried to abduct my daughter Cynthia (then 11), and son Keith (then 10) and re-locate in Sacramento, California. When I found out, I hid the children out and called my lawyer. We appeared before the judge on a "Show Cause Order" and were granted a "Restraint Order" forbidding my ex-wife from leaving New Jersey with my children.

On February 9, 1982, the boyfriend was indicted for embezzlement of \$500,000. An arrest warrant was issued when he failed to appear and fled.

On June 18, 1982, my ex-wife abducted my son Keith and left my daughter Cynthia to return to an empty apartment. This was just 5 days after I re-married.

I then notified the local police but they were powerless in this domestic problem to be of assistance.

I then returned to court to secure a useless arrest warrant for contempt of court for violating the restraint order!

Next, I went to the Passaic County Welfare office to register with Parent Locator Services. This office was not even aware of the existence of Parent Locator Services. After a couple hours of calls regarding this service, I filed the necessary information with a caseworker. About 3 months later, I was informed that everything was moved to the State office and would no longer be handled at the court level. A couple of months later, the office was moved to Quakerbridge, New Jersey.

Soon after, I learned that my file was lost; I gave up trying to work through the State.

In the mean time, I registered with "Child Find" and Keith's picture and information were placed in their directory.

Also, during this time (September, 1982), the boyfriend was arrested in Decatur, Georgia. I learned about this 4 days after the fact. I then went to the detective on the case. I was told that the case was a criminal matter and could not be discussed.

I then called the police in Georgia and secured his alias. I called the telephone company and got a listed number and address; only to find it disconnected and party moved.

After a year of phone calls, visits to police and prosecutors and going nowhere, I turned to my fellow teachers for help. On October 12, 1983, we established the "Find Keith Bonner Fund." We sent fliers direct to schools having 6th grade classes. Funds were raised by soliciting other local teacher associations.

On October 30, 1982 -- 18 days later -- Keith was located in Georgia. His school principal notified the local police, who then contacted the North Haledon Police. But his school and home address were not released. In order to get Keith back, I would have to appear in a Georgia court with exemplified copies of custody papers from New Jersey and petition the Georgia courts for a hearing. That meant my ex-wife would be ordered to appear in court at a specified date and time with Keith. How absurd! To issue an order to appear for a person who has total disregard for the law! And for a person who had already fled. In addition, I was informed that this action could take 60-90 days.

Instead, I was able to find Keith's address and drove to Georgia recovering him on November 7, 1983.

In short, the only meaningful help I received was from fellow teachers, "Child Find" a private agency who also had Keith's picture published in the November 1 issue of "Star" newspaper, and Detective Dick Ruffino then of the Bergen County Police. There is no practical legal resolve to this problem at present.

What is the status of State Bill (A-1183) that would make parental abduction a felony?

What is the status of Federal Bill (HR-5019) that would involve FBI assistance in parental abductions?

At this point, I have only contempt for our system of justice, which shouts out that a stolen TV, auto, or other material possession is of far greater value than an innocent and loving child.

We need meaningful laws and values that reflect what we profess to be our priority -- the total welfare of our children.

The most outrageous factor I faced was that New Jersey Law Enforcement Authorities knew of my son's location and paroled a convicted felon out-of-state to live with my son as part of a plea bargain whereby he was a witness for the State of New Jersey, but I could not know my son's whereabouts.

Enclosed please find a copy of suggestions I have mailed to Assemblywoman Marlene Lynch Ford. Also, if I can be of any assistance, please do not hesitate to contact me.

Commission on Missing Children in New Jersey
c/o Marlene Lynch Ford, Assemblywoman, District 10
717 North Main Street
Toms River, N.J. 08753

Dear Members of the Commission,

I thank The Commission for the opportunity to speak at the Public Hearing in Elizabeth on January 30. After observing the Committee that evening, I feel that some members are truly interested and committed to finding solutions to these problems which create such human tragedy.

The scope and magnitude of these problems are now well known, but it is necessary to take a long, hard reflective look at the individual suffering of each separate tragedy and not just get caught up in the vastness of its members. When we can first comprehend, and then feel the extent of such suffering; Then we clearly see the real horror represented by the staggering numbers of children and families affected.

It is obvious, with so many Americans being affected, combined with surging public awareness and media interest, that something will be done. But the questions remain: what will be done, when will

it be done, and finally, will it be effective? The answer to the final question must be yes, for whatever steps are taken, if not effective, doom hundreds of thousands of families to the horror of missing children.

Finding and enacting the correct answers will guarantee a positive result.

We must now consider the circumstances under which children disappear, separately and differently, because they require different solutions. Something can and must be done about stranger abductions, parent abductions, and runaways.

Stranger abductions represent an immediate and far too often final threat to the physical and psychological well-being of a child. Children are abducted for many reasons, but let us consider these: to torture, maim, and kill; for sexual exploitation, and for money through the black market selling of babies, pornography, and prostitution. These abductions must be prevented. I believe that New Jersey must take the initiative to develop a comprehensive state-wide program of awareness that recommends uniform steps for prevention that will be mandated for all New Jersey schools and suggested for local communities.

This state program would be disseminated to all school districts and would also be available to civic and community groups upon request. Such a program could include:

1. School awareness programs and workshops
2. Awareness materials for posting and distributing in schools and communities.
3. Stranger abduction prevention strategies.

- a. Say, "no!" No adult has the authority over a child simply by virtue of age.
- b. Know home address - street, city + state
- c. Know telephoning - local and long distance, dial and push button, emergency numbers, operator and police.
- d. Run to nearest public place, store, "safe house" or police station if a child feels unsafe
- e. Say, "no" to candy, gifts, money or requests to help find lost dogs or cats. - Beware of strangers.
- f. Stay away - do not get close to a strange car. It is easy for a stranger to pull a child into a car.

- g. Never admit to anyone over the phone that the child is alone at home. Say, "mom or Dad is busy right now. Please leave your name and number." Parents should leave number where they can be reached.
- h. Choose well lighted, familiar routes when walking. Always walk with friends. Be sure parents know time and location.
- i. If threatened, run away and make lots of noise. If followed or grabbed, scream, "Help, Police!"
- j. If separated from parents in a store, go to check out counter and ask for help.
- k. Never go out to a parking lot alone.
- l. Tell parents immediately if anyone or any incident has made child feel uncomfortable.
- m. Always tell parents where you will be at all times.
- n. Remember a code word to be used when a parent sends an unfamiliar adult with a message. Do not leave with a stranger at any time for any reason, even if they say a parent was hurt or ill. Call police for help.

- o. Parents keep recent clear photographs of children in at least two different poses, as well as copies of fingerprints and dental records.
 - p. Parents ^{should} never leave children alone, even for the shortest time.
 - q. Parents should never allow children (even teenagers) to use public restrooms, unless you are in attendance or remain at the door.
4. Develop a child "SAFE" community with designated "SAFE" houses and businesses. Have "SAFE" community signs visible on every street.
 5. Advise absence call-in, whereby schools would be notified of absence prior to a student's arrival at school so that teachers would know immediately if a child is unaccounted for.
 6. All school doors locked from the outside with one door equipped with a bell and closed-circuit T.V. for building access.
 7. Police and fire patrols highly visible during the ~~hours~~ ^{hours} children walk to and from school.

8. Classrooms and school hallway bulletin boards to display awareness materials and hotline numbers.
9. For latch-key children - open schools early and keep schools opened late so children could be supervised. Parents would pay costs of supervision.
10. One entire day (a September Friday of the first full week of school) devoted to making children aware of the possibilities of abduction and abuse - "N.J. Child Protection Day."

Parental abductions represent a large proportion of missing children and further cannot be prevented from the standpoint of isolating the child from the abductor. Also, much of society does not really see this as a crisis or problem since the child is with a parent and assumed to be safe and well-cared for. People must see the problem for what it is; using a child to inflict pain upon a spouse or ex-spouse, for this is the main reason for parental abduction. This is nothing short of terrorism. Nowhere

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else in society is a crime differentiated by the relationship of the perpetrator to the victim, not even in matters of marital rape.

Most parental abductions can be stopped:

1. Parental abductions must legally be the same crime as other abductions with the same ensuing penalties. This action alone would stop most parental abductions.
2. Require all schools to have an official copy of student births, health and school records mailed directly to the school from their place of origin. This would enable a parent in another state to trace their child through such information and discourage abducting parents from relocation in N.J.
3. In N.J., each child's social security number would be required as a part of school records.
4. An effective method of locating abducting parents must be instituted. Such information as social security numbers, tax files, motor vehicle registration and licenses and past employment and other references must be utilized to trace abducting parents.

The problem of runaways might be solved by making children aware that there are places to seek help for the problems from which they are running. This can be accomplished through school education programs. Newspapers could be sought to advertise crisis information and hot line numbers in a special listing as a regular feature in each Sunday edition. Posters and pamphlets advertising this information should be placed in public places and on public transportation.

However, the only way an attempt can be made to find these children on a national level is with a national solution. Our senators must introduce a bill requiring all newborns to be registered with the Federal Government through social security with one unchangeable number for life. This number must be used every time a child is examined by a physician or dentist or enters school. The number is dealt and checked from computer listings of missing children. The proper authorities are then notified if an identification is made.

Currently, any time a person makes a credit card purchase, that number is checked to validate a purchase. In addition, all stores have

updated booklets listing stolen credit cards.

Can we do no less for our children?!!

Please help!!! You are the Power! You can make the difference!

The victims are left with terror, emptiness, futility and rage!

Please! NOW! PLEASE!

Respect fully,
Thomas C. Bonner

MISSING CHILDREN

"Real People" — September 7, 1983 — 8:00 pm NYT — NBC Television Network

★ More than two million children are reported missing each year in the United States.

★ Of this number 1,850,000 are 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. Child Find, a nonprofit agency that specializes in locating missing children, estimates that only 5,000 of this group are found alive and returned to their families; 3,000 are murdered by strangers each year; 2,000 more are slain and remain unidentified.

Public awareness of this alarming problem was spurred by national media coverage of the 1979 disappearance of Etan Patz near a New York City school bus stop. To date, he has not been found. During the daily reports of the Atlanta child murders in 1982, parents across the country began to consider safety measures to protect their children.

This fall the NBC Television Network will present two programs designed to inform the public about missing children. On September 7, 1983, "Real People," a weekly informational series airing Wednesdays at 8:00 pm NYT, will include a story on prevention strategies.

On October 10, 1983, "Adam," a made-for-television movie, will star Daniel J. Travanti ("Hill Street Blues") and JoBeth Williams in the true story of Mr. and Mrs. John Walsh of Hollywood, Florida, who turned their grief over the disappearance of their six-year-old son into a crusade on behalf of missing children. Their efforts contributed to the passage of the Missing Children's Act which was signed into law by President Reagan on October 12, 1982. All recipients of this TV Alert will also receive a four-page Viewer's Guide to "Adam."

PRACTICAL STRATEGIES FROM NBC'S "REAL PEOPLE"

"Real People" has explored many aspects of the missing children problem during the past two years. The latest segment, which will be included in the September 7 broadcast, explains programs instituted by communities to protect their children. "Officer Friendly," a policeman representative of many dedicated officers who are helping children, is shown talking to a class of youngsters about how to identify a stranger. In a first grade class, the teacher explains the "Block Home" program, encouraging children to go to a house displaying a special sign if they have any kind of problem while traveling to or from school. The children then color a "Block Home" sign so they will easily recognize it.

An upcoming segment on "Real People" will discuss the value of a "Quick Response System" in which school officials promptly notify parents when a child is absent. Another will provide a list of helpful strategies for the prevention of child abductions.

VIDEOTAPE COPIES AVAILABLE

"Missing Children," a 40-minute tape of "Real People" segments on this subject, including the ones described above, is now available as a service of the National Broadcasting Company in cooperation with George Schlatter Productions

PRACTICAL STRATEGIES

Steps can be taken to reduce abductions of children. It is important to talk with children about the dangers and to teach specific skills to handle them. "Real People," believing that people need to know what to look for and what to avoid, offers these practical suggestions for parents:

★ Do not leave your child alone in the car, yard, store or other public place. Know where your child is at all times.

★ Don't put your child's name on his or her clothes or books. That name tag puts an abductor on a first name basis with your child.

★ Teach your children how to use the telephone. Make sure they know your number (including area code) and are able to call the police in case of emergency.

★ Fingerprint your child and keep the prints for identification purposes.

★ Choose a secret code word with your child which can be used in case of emergency. Tell your child never to go with anyone who does not know the code word.

★ Teach your child who is a stranger. Make sure your child knows not to get involved with any stranger in any way.

★ Encourage your neighbors to participate in a neighborhood self-help program. Establish a safe home where children can go for help.

★ Make sure the school notifies you immediately if your child does not report to school.

★ Watch your children closely at all times and ask your neighbors to do the same.



"Officer Friendly" teaches youngsters how to identify a stranger: (1) you don't know the person's name, (2) you don't know where the person lives, and (3) you have never seen the person before.



and participating NBC affiliates. Schools, libraries, day care centers, churches and synagogues, and other community groups which would like information on how to obtain a copy of the tape may write to: NBC Corporate Information Services, 30 Rockefeller Plaza, Room 4120, New York, New York 10112.

COMMUNITY PROJECTS

★ Host a "Real People" party for your neighbors, work colleagues, religious or social club. Before watching the September 7 program, survey the group for awareness of the missing children problem. After viewing, discuss the main points of the segment and plan to implement some of the practical suggestions in your community.

★ Write a review of the "Real People" program for the school or community newspaper. Include statistics on missing children supplied by your police department. Invite readers to attend a special repeat screening of the program using a copy of the "Missing Children" videotape described in this Alert.

★ Ask a law enforcement official to speak to your group about actual cases of missing children in your community. Discuss ways citizens can work with the police to protect children and locate missing children.

★ What safety measures have you taught your children as precautions against strangers? Review the strategies given in this Alert with your family.

RESOURCES

Many individuals and agencies offer information about missing children. The following agencies provide practical support and referrals to other local groups:

★ John and Louise Clinkscales direct Find-Me, Inc., P.O. Box 1612, LaGrange, Georgia 30241. Their 36-page ACTION booklet lists organizations and individuals working on all aspects of the missing children problem. In addition, a book by John Clinkscales, *Kyle's Story: Friday Never Came: The Search for Missing People* (New York: Vantage Press, 1981), is one of the best overall treatments of "the missing phenomenon." It describes the couple's five-year search for their son.

★ Child Find, Inc., Box 277, New Paltz, New York 12561, maintains a toll free number to be used by children searching for their parents or parents trying to find missing children. This nonprofit organization has also compiled prevention and identification materials to help families keep their children safe and to enable them to give police accurate details when a member is missing. Write to them for information on "The Child Finder Kit."



Tara Burke was kidnapped from her parents' van while they were shopping at an auto parts store. Ten months later she was found alive and returned home.

★ Another nonprofit organization established to serve America's missing children and their families is the Dee Scofield Awareness Program, Inc., 4418 Bay Court Avenue, Tampa, Florida 33611. Write for instruction sheets on organizing (1) Block Parent Programs, (2) Absentee Reporting Systems, and (3) Voluntary Fingerprint Sessions.

★ Child Search, 6 Beacon Street, Suite 600, Boston, Massachusetts 02108, publishes pictures of missing children and distributes them to schools.

★ Adam Walsh Child Resource Center, 1876 N. University Drive, Fort Lauderdale, Florida 33322, provides suggestions of effective community activities to help parents and missing children.

This TV Alert was prepared by Cultural Information Service (CISStems, Inc.), a nonprofit organization and publisher of TV Viewers' Guides and a magazine for lifelong learners. The development and distribution of this Alert were made possible by NBC.

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*Richard Hall Community Mental Health Center
of Somerset County*

500 North Bridge Street & Vogt Drive
P.O. Box 6877
Bridgewater, New Jersey 08807
(201) 725-2800

March 27, 1985

Ms. Maureen Yefchek
N.J. State Legislation
Office of Legislative Services
Hearing Unit (CN-042)
State House Annex
Trenton, NJ 08625

Dear Ms. Yefchek:

In my testimony before the Committee of Missing Children, held in Elizabeth, New Jersey on January 30th, I addressed the following concerns:

1. That communities need to establish "prevention" programs to combat child assault. After the fact services are not enough.
2. Children need to be taught specific skills to reduce their vulnerability.
3. Schools and adults in the community should have education/awareness programs available to them in order to dispel myths, and in order to be advocates for children.

I referred specifically to the "CAP" (Child Assault Prevention) Program as a comprehensive model. This is a prevention program presented in schools for the K-6 population.

Somerset County is fortunate in having Ms. Patricia Stanislaski, CAP Coordinator actively providing the CAP training throughout the Hillsborough School System. There are several other school systems now negotiating for these services.

This particular program is being supported by the Somerset County Coalition for the Prevention and Treatment of Child Sexual Abuse. This Coalition has representatives from 27 agencies (DYFS, Police, Schools, United Way, Big Brothers/Big Sisters, Mental Health Practitioners, etc.). We believe in its effectiveness. Our concern is for appropriate funding to enable all schools to take advantage of this training -- for it is expensive. It provides parent training, teacher training, and classroom by classroom workshops.

Mr. Thomas Blatner, DYFS, has indicated interest in allocating funding for CAP on a state-wide level. Your contact with his office would be most helpful in assuring these resources.

Enclosed is a copy of a flyer describing Somerset's CAP, and Pat Stanislaski's business card. Please feel free to call on either Pat or myself for any other information.

Sincerely yours,



Arlene Pinheiro
Coordinator
Somerset County Child Sexual Abuse
Coalition

AP:al

Enclosures



CAP

Child Assault Prevention
of Somerset County

BASIC CONCEPT

To instill in children the concept of their right to be safe, strong and free.

To help children identify and defuse potentially dangerous situations.
To eliminate verbal, physical and sexual assault against children.

DESCRIPTION

The CAP program consists of parent workshops, teacher inservice training, and children's workshops. Children in grades K-6 take part in one-hour individual classroom sessions where they learn CAP's concepts and role-play situations in which they can apply these concepts.

A COMMUNITY PROJECT

CAP involves social service professionals, school authorities, community leaders, parents and, of course, children.

For children - it is fun and exciting, not frightening or confusing. Children learn they have the right to be safe, strong and free, and are given the tools to make that a reality.

For parents - it reassures and offers hope. CAP provides a structure - a language - for parents to talk with their children about assault.

For teachers and administrators - it offers vital information and gives them tools to work with, such as legal protection and recognition skills.

For the abused child - CAP means that someone understands, is willing to help, and is within reach.

CAP IN SOMERSET COUNTY

On July 16th, the Hillsborough Board of Education approved the implementation of the CAP program for all children in grades K-6. In so doing, they have taken the first step in instituting a model program for the entire state. As public awareness of the problem of child abuse grows, other townships will doubtless follow Hillsborough's lead in helping its children to be safe, strong and free.

FOR INFORMATION

Write Pat Stanislaski, 1216 Orchard Drive, Somerville, N.J. 08876.

Report from
Valerie Novak
Union, New Jersey
1-30-85

I am representing the New Jersey State Nurses Association and the New Jersey State School Nurses Association. I am a clinical nurse specialist in school nursing and have been asked to utilize this expertise to enhance your awareness of missing children in school along with recommendations for prevention and treatment.

I would like to make you aware of the problems present which perhaps contribute to the "missing child." Some examples are:

1) Calling numbers given by parent(s), guardians with either no answer, "no one here by that name," "phone has been changed to an unpublished number" or "phone is not in working order" as responses. Now what does one do?

2) Parents "forgetting" to call in when child is absent.
(They are worried about work!)

OR could the above reasons be a result of: 1) parent is at business and instructs child not to answer or to leave phone off hook; 2) parent is "escaping" and probably headed for a new "hide-out," (r/o [as a result/of] marital conflict, familial conflict or \$ problem?)

How does one verify the students location? Is the child safe? This is one full day "lost."

Another problem encountered is that the child is ill or injured in school. The parent is notified and states: 1) I have no car, could they walk home? (alone); 2) I am here alone with my new baby, I'll call a cab. Are they safe? OR, 3) I'm home sick and I need my rest! Are these safe circumstances? Could some other measures be taken?

How about divorced parents? Arguments are constantly noted over "visitation rights." Parents are "posted" outside the playground watching their students interactions. Some are passive, others are violent! Is the child safe in school and should an angry parent enter the building and abduct the child? Who is the legal parent? Who has the child's custody?

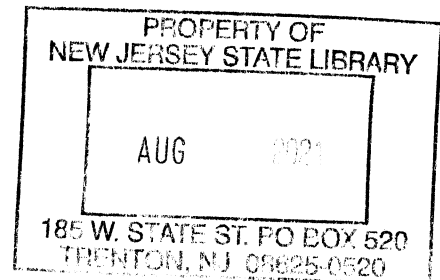
How about the child that has a parent who dutifully calls in to say "ill again." How about this chronically ill student? Is this because the parent(s) are running from parole board, lawyer for divorce proceedings, husband/wife - they walked out on DYFS (Division of Youth and Family Services.) Banks, where they owe \$? Would this chronic illness be a game of "hide and seek."? Where will the child turn up next? When will the child turn up next?

The suggestions I have for the freeholders present to help locate these children:

- 1) Send out a memo (sample of Deyes memo attached) to parent(s) educating them as to the frequency in New Jersey of these occurrences and the Hot Line # and the seriousness of identifying a child's location other than school.
- 2) Utilize "State mandates" to offer stringent penalties on parent if they do not comply: example: Do not call a special # by a certain time, they will be fined. (Just like mandatory communication penalties.)
- 3) Research concerning students immediately to validate the school they left and why?

4) Remember Law # PL-1977 that is being practiced in New Jersey involving school administrators who if they fail to report a student questionably abused in the school they have broken the law! and, finally,

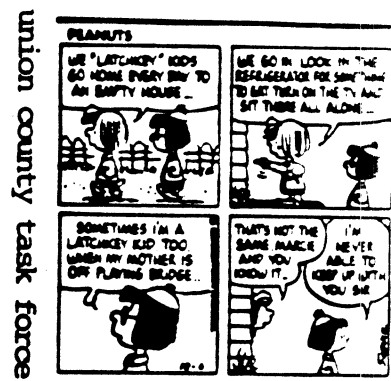
If a child is returned, be sure to cater to the emotional demands of this child as far as re-adjusting. Involve the school nurse and the school psychologist. Both are found in every school district as they are required by state. They can assist the parent, student and teachers in reducing these fearful consequences. School is the place the child is anxious to return to.... And in addition to these resources, there are support/therapy groups and counseling centers in the community.



PUBLIC HEARING ON PROBLEM OF MISSING CHILDREN
January 30, 1985

Cynthia Newman, ACSW
Task Force Office
c/o Children's Specialized Hospital
New Providence Road
Mountainside, N. J. 07091

Telephone: 233-3720 ext. 283



on latch key children

Thank you for giving me the opportunity to speak on missing children. My commitment to child welfare is based on the following: I am a single parent, professional social worker, and am chairperson of the Union County Task Force On Latch Key Children. I've come to the conclusion recently that I don't think like other people, so if you don't see the connections, please bear with me -- my family has been suffering for 36 years!

I had to smile when the memo on this hearing crossed my desk. The beginnings of the Union County Task Force On Latch Key Children was at the end of a presentation by a county official on fingerprinting children in Union County.

As a single parent and social worker, I've lived the realities of our society for myself and with my clients. It is not enough for communities to provide crossing guards, fingerprinting of our children and establish Helping Hands programs. We cannot stop and just pat ourselves on the back for a job well done. We have to be concerned about what happens to these children who are going home to empty houses.

In trying to prepare this I gathered some information and statistics. According to U. S. News & World Report, Oct. 1983:

1. 1.8 million children are missing for varying periods each year.
2. 90% who run away return home in several days.
3. 100,000 children are taken as a result of custody battles. The child may not necessarily be well treated if the parent took the child to be spiteful. Children taken in custody battles are only returned 10% of the time.
4. Estimates vary that between 6,000-50,000 children are snatched by strangers - most never to be seen again.
5. According to the Adam Walsh Center in Florida, 80% of these children taken by strangers are murdered within 2 days of their disappearance.

Statistics tell us that abducted children are usually under 12, but are often up to 17. No ethnic background, socio-economic class, or area of the country is immune to this problem. Children are taken in crowded areas such as

shopping malls, grocery stores, and country fairs. But also many are taken while walking to and from school, playing in the neighborhood playground or in their own backyards.

Children who are lucky enough to be found have very often been abused sexually and bear psychological scars that will not heal. Over 10% are sexually abused and a number of children age 5 and 6 are being used for pornography. These children are permanently damaged and their sense of the world as a good and stable place is lost forever.

There are several major areas that need to be addressed. The number one problem is that everyone wants to reinvent the wheel. This is something that I've seen over and over again in the field of human services. It is a total waste of time and ability. It is a very egocentric way of looking at the world. As an example, I've reviewed numerous pamphlets, booklets and handouts on child safety on the street and in the home. Many were exceptionally well done. Recently, I've learned another local agency was just funded to do another brochure. Why aren't these agencies working together to move ahead? Why do we all assume we have to start at square one?

By the way, one of the best child safety workbooks I've reviewed is Prepared For Today by the Boy Scouts. It is aimed at the 6-11 year old range. They are designed to foster communication between parent/child or possibly teacher/child. Also The Changing Family - A Child Is Missing prepared by Channel 9 - WOR is exceptionally well done. I have included samples with my testimony.

Programs/legal issues in other states that are operating can be used for resources and should be tapped. The Adam Walsh Center in Florida, Child Find in New York, and the National Center for Missing and Exploited Children, Washington, D. C. should be utilized. Also there has been a great deal of material written on this subject. It should be read and evaluated. Groups concerned about missing children should work collaboratively to effect a meaningful approach to missing children.

There also needs to be a collaborative effort between the schools and parents. A tragic but apt example of my point is as follows:

Little Etan Patz vanished in May of 1979 and has not been seen since. I don't know where he is but I know his family and friends have been through hell. As you may recall Etan was walking to school in SoHo for the first time alone. He left the house and his mother did not know he was missing until 8 hours later when

he failed to come home. Upon contacting the school Mrs. Patz learned that he had never arrived. Eight hours in the search for this little boy were lost.

The priority is that all schools should be required to call the parent if the child does not arrive at school. Likewise all parents should be required to notify the school if they are keeping their child home. Also if a child is to be kept after school the school should notify the parents and appropriate arrangements be made.

Another area that should be explored and possibly re-evaluated is the emphasis on fingerprinting. I don't know of a child yet who was found alive by fingerprints. I doubt fingerprinting children would stop anyone from taking a child and its only use is for identification in a morgue. As Charles Sutherland of Search stated "It is a 10¢ solution to a \$100.00 problem", Changing Times, Aug. 1983. To my way of thinking fingerprinting is a quick fix and may give some families and communities a very false sense of security.

Legally, we need to clarify who is responsible for finding our missing children. In many areas, missing children, particularly missing teenagers are a low priority for police. An example is the Etan Patz Case where 5 officers were originally assigned and the Son of Sam Case where 200 officers were involved. The burden needs to be shared by all in the community. Parents who are already hysterical and inexperienced are often submitted to polygraph tests and forced to take responsibility. In Florida the Adam Walsh Center monitors courtroom trials of sexual molesters.

Police departments need to keep records that distinguish between adults and children who are missing. FBI involvement should be immediate. Around the clock police units to respond to missing persons should be established - such a program exists in Indianapolis, Indiana. Photos of children need to be distributed and TV time devoted to showing photos of missing children.

Of course one of our main goals is education. We need to protect our children from adults who prey on their vulnerability. Both parents and children need to be educated to prevent abductions. They need to know the consequences of leaving children alone, particularly during the hours they work. It is estimated that over 50% of all children are now raised in families where both parents work or the only parent present works. In New Jersey, we have 400,000 children under the age of 17 being raised by single parents.

By the way it is estimated that the child in self-care averages 2-3 hours alone per day. In a survey done by Lynette and Thomas Long in the Washington, D.C.

area, studies indicated that parents thought 3rd graders or 8-year olds were old enough to handle self-care. Parents have to be educated to the fact that it is not okay.

In turn communities have to accept some of the responsibility for children of working parents. Before and after school child care is essential to benefit children's healthy growth and development. Children left alone are increasingly subject to the threat of child snatching, fire, accident, and robbery. Their physical safety and emotional needs are continually placed in jeopardy.

I think the major obstacle facing us today is attitudinal. The realities of the 1980's are harsh in many ways. We live in a society far removed from Father Knows Best. Each community must provide resources to meet children's needs. As public awareness grows, we must accept the notion that child care is not exclusively the responsibility of the child's immediate family. What we really need is to develop a renewed sense of community. That it's not -- Well, it's your child and it's your problem, but that these are our children - the next generation of Americans.

Thank you for giving me this chance to talk about missing children. It is always very calming to speak before a group of people I don't know.

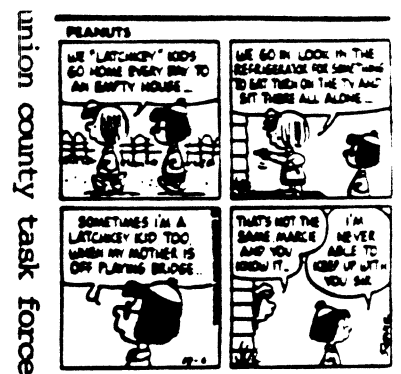
RESOURCES: Reader's Digest, April 1984.
Changing Times, August 1983.
U. S. News & World Report, October 1983.
McCall's, March 1983.
Parents, April 1981.
People, October 5, 1981.
People, April 4, 1983.
Newsweek, March 19, 1984.

CHILD FIND PH# (914) 255-1848 (NYC)

or

PH# 800 431-5005 toll-free outside
New York State

FACT SHEET



on latch key children

Quality, affordable child care is a sensitive and timely issue as growing numbers of parents enter the work force to support their families. Child care is essential to benefit children's healthy growth and development and to support families in their goal for financial independence. Quality, affordable child care may be the biggest obstacle to full time employment for the single parent.

There has been a rise in the need for Latch Key Services since the 1950's. Several factors that have influenced this include:

1. The increased proportion of mothers in the work force.
2. The increased number of children living in single parent households.
3. The decline in family support systems. People are having smaller families and do not have older children to help out.
4. The rise in family mobility which frequently results in families not knowing their neighbors or community.

Some statistics:

1. The Children's Defense Fund estimates that 5.2 million children age 13 and under are Latch Key Children.
2. As per the 1980 Census there are 14,000 single parents in Union County. This translates into 20.2% of Union County households with children.
3. Women now comprise 44% of the work force.
4. Over 50% of all children are now raised in families where both parents work or the only parent present works.
5. In New Jersey we have 400,000 children under the age of 17 being raised by single parents.
6. Less than 15% of all American families now live in the traditional pattern of fathers as breadwinners and mothers as full time homemakers.

By Latch Key we mean school age children left alone at home either before or after school or both, to care for themselves while their parent(s) work. Several examples of Latch Key Children are as follows: An 8-year-old who comes home at 2:45 and is told to lock himself in and wait until Mom comes home at 6 p.m.; an 11-year-old who watches his first grade sister two hours until Dad comes home. Dad is a school

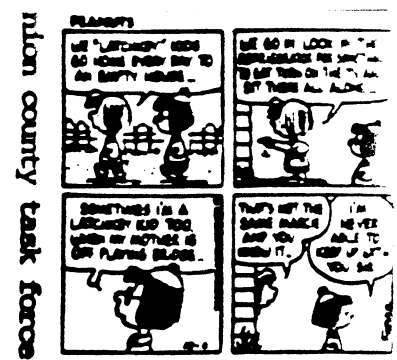
teacher. Three children aged 12, 9, and 7 who make breakfast, dress (hopefully appropriately for the weather), get their books together, and arrive at school on time. Mom is an R. N. Children left alone are increasingly subject to the threat of fire, accident, or robbery. Their physical safety and emotional needs are continually placed in jeopardy.

The Union County Task Force on Latch Key Children meets on a monthly basis at Children's Specialized Hospital in Mountainside. All are welcome to attend. More information on the Task Force may be obtained from:

Cynthia Newman, ACSW
Task Force Coordinator
(201) 233-3720 ext. 283

Write in care of:

Task Force Office
Children's Specialized Hospital
New Providence Road
Mountainside, N. J. 07091



on latch key children

There has been an increase in the number of single parent homes where the parent, usually a mother, works. Also there has been an increase in the number of two-parent homes where both parents work. Recent studies reveal that 2/3's of the nation's mothers with children aged 6 to 13 work. However, there has not been an increase in child care services for children of working parents. Therefore, the Task Force has decided to concentrate on the following areas:

1. Inventorying and listing available child care programs in Union County, by location, age, type, fee, etc.
2. Making this information more available to the general public, thus making the programs that are operational more accessible.
3. Developing a program which will increase the community's awareness of the need for such programs, and substantiate the need. Assisting communities with needs assessments.
4. Disseminating information on programs in other states and other communities in New Jersey which serve the school age child, and legislation which might facilitate the development of programs.
5. Coordinate efforts in the county in this field, bringing in additional groups such as P.T.A., school boards, etc.

Home is where the heart is but facts tell us that Mom can't afford to be there full time anymore. The Union County Task Force on Latch Key is striving to promote community awareness of these important issues. Our goal is to enhance the lives of children currently left in self-care. The answers to the Latch Key situation are varied, the question is are we concerned enough to do something positive for our young people.

More information on the Task Force may be obtained from:

Cynthia Newman
 Task Force Coordinator
 (201) 233-3720 ext. 283

Faith Rogers
 4-C's
 (201) 353-1621

Ruth Banks
 Union County Youth Service Bureau
 (201) 925-6600



UNDERSHERIFFS
JOHN F. TULLY
WARREN G. BROTHERS

OFFICE OF THE SHERIFF

THOMAS J. D'ALESSIO, SHERIFF
ESSEX COUNTY COURTS BUILDING
NEWARK, NEW JERSEY 07102

CHIEF
JAMES F. CRITCHLEY

TESTIMONY OF
SHERIFF THOMAS D'ALESSIO
ESSEX COUNTY SHERIFF'S OFFICE
TO
ASSEMBLYWOMAN MARLENE LYNCH FORD, CHAIRWOMAN
COMMISSION ON MISSING CHILDREN IN NEW JERSEY

JANUARY 30, 1985



OFFICE OF THE SHERIFF

THOMAS J. D'ALESSIO, SHERIFF
ESSEX COUNTY COURTS BUILDING
NEWARK, NEW JERSEY 07102

UNDERSHERIFFS
JOHN F. TULLY
WARREN G. BROTHERS

CHIEF
JAMES F. CRITCHLEY

The Essex County Sheriff's Office believes that prevention is the key to combating the problem of Missing and Molested Children in New Jersey. We believe that by educating the child at an early age and giving him the tools, the information and the awareness to protect himself and to prevent becoming a victim -- we can better serve the public and reduce the incidence of abducted and molested children.

To do this, our trained sheriff's officers make themselves available to schools and civic organizations throughout Essex County and provide programs geared to make grade school youngsters aware of the dangers of abduction and molestation. We also teach children ways they can prevent becoming victimized.


With parental permission, we also go into the schools and fingerprint children so that the family can have a record of the child's prints in the event that the child is ever missing.

In October, we sponsored a seminar on Missing and Exploited Children to better educate the public on this problem. It was enthusiastically received and attended by over 500 people, including law enforcement professionals and child care agency representatives.

The Essex County Sheriff's Office is planning to develop a county-wide computerized clearing house for information on missing children.

With 22 municipalities in Essex County, we suggest a system be set up to coordinate these education and prevention efforts. Centralizing the county missing children effort would result in savings of time and money, and better utilization of resources.

Submitted by:


Thomas J. D'Alessio
Sheriff, Essex County

REMARKS OF UNION COUNTY [N.J.] UNDERSHERIFF JOHN J. TROIANO

PUBLIC HEARING ON PROBLEM OF MISSING CHILDREN

Union County Administration Building
Elizabeth, New Jersey

January 30, 1985

It is generally agreed that the problem of missing children has reached epidemic proportions. The causes of these disappearances have been pretty well identified. We know children are stolen by parents, and by persons who would use them for their own purposes. We know children run away and disappear. We also know that many of these runaways are reluctant to return home because of acts they committed since their departure or the particular lifestyle they are now enjoying. Combating these causes is a great concern of everyone, but of equal concern is locating and retrieving these missing children.

All children between the ages of five and sixteen years have one thing in common: they all are required to go to school. Education in the United States is mandatory.

In order to attend school, a child must first be enrolled. This means taking the child to the school, producing a birth certificate and supplying personal information. If the child has entered the district from another area, transfer papers and prior school records are also required. The enrollment is usually processed by the school secretary or a school clerk depending on the size of the school. The person accompanying the child is usually a parent. If the child is a first time student, the process generally ends there, with the child being placed in kindergarten or the first grade.

If the child is a transfer student, a copy of their previous school records are required. However, if none are immediately available, the child is tested for grade level and placed in a class as a result of this test. If there are no objections from the enrolling adult, the child remains in that class and progresses normally as any other student.

Meanwhile, the transcript from the previous school has been sent for. If it does not arrive - or a negative response is received - there generally is no further effort made to procure it and everything remains as is. This procedure seems to be the rule rather than the exception.

After reviewing the methods used by schools to enroll new and transfer students, I have found that there is a lot to be desired. Almost any child can become enrolled in any school, in any State, at any time, under any name. This is not meant to be an indictment of our school systems but a truth which has been brought about by a more liberal society and the diminishing amount of time that can be devoted to student registration. There is an ever-increasing demand for reports, surveys and head counts from a seemingly unlimited number of government agencies. These statistics are usually required in a short span of time and are represented to be vital to the requesting agencies survey, most of which never seem to reach a conclusion.

A girl who had been abducted by her mother contacted her father after an eight year absence. During that time she lived in three states along with her mother and two sisters, who were also abducted, and never missed a day of school. Each time they moved, they changed schools. Each time they changed schools, they changed their names. The mother had no difficulty falsifying their records and enrolling her children.

Thomas William Manning, wanted for the murder of a New Jersey State Trooper, was recently flushed from his hiding place along with his wife and three children. All three children were attending a local school under assumed names.

I would like to propose that, a study be conducted on the feasibility of uniform enrollment of school children with a system of follow-up for transfers or doubtful enrollments. All that is actually being proposed is the collaboration of information from public records. Under present laws,

school authorities are now entitled to this information and verification. This proposal is merely an extension of that right.

In order to properly institute a program of this magnitude, extensive research and study is required. School officials, parent groups, teacher groups, law enforcement government agencies and social agencies must be consulted. In addition, civil rights and special interest groups must become involved. The civil and constitutional rights of all concerned, especially the children, must be protected. In addition, a program must be devised that would not place an added burden on school personnel. The initial enrollment should be no more time consuming or complex than that presently in use. School authorities should be relieved of the task of follow-up inquiries. This task, however, should not be delegated to any law enforcement agency but rather a civilian social organization. [In New Jersey there is the New Jersey State Division of Youth and Family Services that possibly could be utilized.] Having worked closely with school officials in developing our **FINGERPRINT ON FILE** program, I found that their cooperation can be attained if a truly workable and publicly acceptable program is presented. It was not an easy task to convince school officials that students should give up classroom time in order to be fingerprinted. However, their cooperation was achieved after extensive study and the merits of the program were accepted.

A careful screening of all newly enrolled students could result in locating children who have been removed from other areas. Making it harder to enroll children in school without the proper credentials will also draw attention to these children. Knowing this, people will be less inclined to kidnap children to satisfy their own needs.

Lastly, whether a program such as this would deter the rapist or murderer is highly unlikely. That is a problem for law enforcement. However, a program such as this may slow down and reduce the number of child grabbings.

-3-

WHAT DO I DO IF SOMEONE IS MISSING?

1. DO NOT PANIC.
2. Thoroughly check your home from top to bottom, each and every room, and surrounding property.
3. Immediately contact your local Police and inform them what has happened. Request that an alarm be immediately sent and that the person be entered in the F.B.I. NCIC computer file. If your local Police refuse or if they inform you they have a waiting period, contact your local F.B.I. office. Federal law requires the F.B.I. to make the entry if the local Police fail to do so. Give the authorities all the information they request.
4. Write down everything you do, people you have contacted, and places you have searched.
5. Contact friends and neighbors, inform them what has happened, and ask for their help. Stay organized.
6. Try to find out if anyone else from your area is missing, particularly friends or relatives of your missing person. They may be together.
7. Check places the missing person has been known to frequent.
8. Check telephone bills for calls to unknown (to you) numbers over the past several months.
9. Call local hospitals; check train stations, bus stations, cab companies. Coordinate with the Police.
10. Keep the Police informed of whatever calls you make and persons you contact. Try to keep the telephone line open as much as

possible. Allow five minutes in between calls. Keep conversations short and to the point. Someone may be trying to contact you.

11. Try to keep your mind occupied. Support each member of the family and don't get angry with each other. Remember, you need one another. If any calls are received regarding ransom or any information about the missing person, contact the authorities immediately.
12. Be patient. It is an awesome task to locate someone who is missing, and the answers may not come as fast as you might want them. Stay calm and give the authorities a chance to do their job. They are professionals. If you feel the investigation is not being handled properly or not enough is being done, request permission to speak with the Chief of the investigating department and discuss the matter with him.
13. When the missing person returns home, be understanding and help them to adjust. Get them professional help if required. It may prevent a recurrence.

WHO IS A MISSING PERSON?

1. Any juvenile under age 18.
2. Any adult missing under suspicious circumstances.
3. Any adult whose disappearance is deemed involuntary (missing while in the company of another).
4. Any adult suffering from a mental or physical disability which would place him/her or anyone else in danger.

PROTECT YOUR CHILDREN



Union County Sheriff's Office

WHAT IS MY PREVENTION PLAN?

Union County Sheriff's Office

Phone 527-4450

Dear Parent:

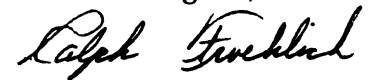
Our children are our most prized possessions. As parents, we must do everything we can to ensure their health and safety. To assist in this task, the Sheriff's Office Missing Persons Unit has prepared this guideline for you to follow.

We ask that you make our prevention plan a family project. The short amount of time you spend now educating your children can help prevent their becoming a tragic statistic. Over *two* million children are reported lost or missing each year in our country.

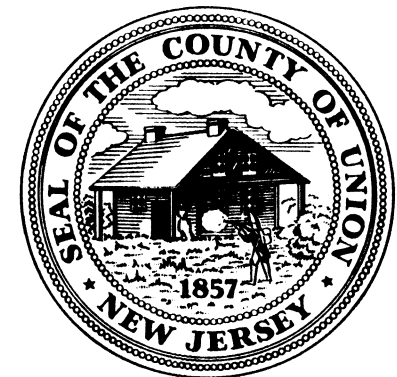
We are also providing you a guideline of steps to follow in the event someone in your family is missing. Please keep this guideline in a safe place where you can easily find it in an emergency.

If we can provide any assistance, answer any questions, or help you in any way, please do not hesitate to call us.

Best regards,



Ralph Froehlich
Sheriff of Union County



1. Fingerprint the family. Make it a family project. Retain the fingerprints in a safe place with your other valuable documents. Fingerprints should be taken by a professional. Your Sheriff's Office will provide this service.
2. Make sure your dentist has updated dental records on the family. If you move to a new location, provide them to your new dentist.
3. Keep updated photographs of the family.
4. Teach children their telephone number (including area code) and how to use the telephone.
5. Do not display your childrens' names on the outside of any clothing, books, etc.
6. Teach children to stay together (as much as possible) when going to and from school, to and from stores, and when playing.
7. Educate your children to tell you if anyone approaches them, has been following them, etc. Inform local Police immediately if any child reports anything out of the ordinary. Get as much information as possible regarding the person(s)—such as physical description, clothing, age, any vehicle.
8. To tell children not to talk to strangers is not enough. Most children see the same persons every day, and children may not regard these persons as strangers. Most children who are kidnapped or molested are victims of people from the immediate area. Teach your children that a stranger is someone they don't know and who is not a friend of their parents whom they have seen visiting you in your home.
9. Watch children carefully when shopping in crowded areas and visiting beaches or amusement areas. It only takes a minute for someone to disappear. Never leave children alone in any vehicle.
10. Teach children to scream if someone tries to harm them or grab them in any way. Instruct them to shout such things as "I don't know you" or "You are not my mother (father, etc.)." Tell them to draw attention to what is happening.
11. Use a family password. Inform a school official of your password and ask them to only release your child to someone who knows your password.
12. Set up a procedure with your schools. Either you inform them that your child will not be in school on a particular day or have them inform you if the child is absent.



DOMINICK J. PUGLIESE
SHERIFF

OFFICE OF THE SHERIFF
HUDSON COUNTY ADMINISTRATION BUILDING
595 NEWARK AVENUE
JERSEY CITY, NEW JERSEY 07306
(201) 795-6300



UNDERSHERIFFS
JOSEPH M. PELLICCIO
CECIL WEST

JANUARY 30, 1984

COMMISSION ON MISSING CHILDREN IN NEW JERSEY
CHAIRWOMAN MARLENE LYNCH FORD
ASSEMBLYWOMAN DISTRICT 10
OCEAN COUNTY

MEMBERS OF THE COMMITTEE:

THE PURPOSE OF MY ADDRESSING THIS COMMITTEE TONIGHT IS TO SHARE WITH THIS COMMITTEE THE WORKINGS OF THE HUDSON COUNTY SHERIFF'S OFFICE MISSING PERSONS BUREAU.

IN MAY, 1984, THE HUDSON COUNTY SHERIFF'S OFFICE EMBARKED ON FORMING A MISSING PERSONS UNIT. A FOUR MONTH TOUR OF VARIOUS STATE, COUNTY AND MUNICIPAL LAW ENFORCEMENT FACILITIES WAS CONDUCTED BY THE UNDERSHERIFFS AND A SHERIFF'S DETECTIVE. THESE AGENCIES WERE EXTREMELY HELPFUL TO US. FOR EXAMPLE, THE BERGEN COUNTY SHERIFF'S OFFICE MISSING PERSONS BUREAU WITH THEIR COMPUTER FILES, BRICKTOWNSHIP POLICE DEPARTMENT, UNDER THE COMMAND OF CAPTAIN MALARCHY, MRS. DOLORES DALLAS OF THE CONGRESS OF CONCERNED CITIZENS BRICKTOWN AND LT. VINCENT MATTIS OF THE NEW JERSEY STATE POLICE MISSING PERSONS BUREAU WERE MOST GENEROUS IN SHARING THEIR EXPERIENCE AND TIME WITH US.

BASED ON WHAT WAS LEARNED FROM THESE VARIOUS AGENCIES, ON SEPTEMBER 15, 1984, A MISSING PERSONS UNIT WAS ESTABLISHED WITHIN THE HUDSON COUNTY SHERIFF'S OFFICE; OUR PRIORITIES WERE AND ARE SET ON PREVENTION RATHER THAN INVESTIGATION AFTER THE FACT.

57

The Sheriff is the highest and only law enforcement official elected by you, the people of New Jersey.

PREVENTION OF MISSING CHILDREN AND CHILD ABDUCTION HAS TO BE A TWO WAY STREET BETWEEN THE PUBLIC AND LAW ENFORCEMENT--ONE CANNOT GET ALONG WITHOUT THE OTHER. LAW ENFORCEMENT CONSTANTLY ASKS FOR AND RECEIVES HELP FROM THE COMMUNITY. LAW ENFORCEMENT MUST BE READY TO SHARE AND KEEP THE COMMUNITY ALERT AT ALL TIMES.

EVERY ASPECT OF WHAT HAS BEEN DONE SINCE THE ANNOUNCEMENT OF OUR MISSING PERSONS UNIT HAS BEEN REWARDING TO EVERY SHERIFF'S OFFICER. THE FACT THAT WE HAVE LOCATED THREE CHILDREN, THE VICTIMS OF PARENTAL ABDUCTIONS, TWO IN OKLAHOMA AND ONE IN PENNSYLVANIA SPEAKS FOR ITSELF.

TO DATE, WE HAVE FINGERPRINTED 1400 CHILDREN FROM GRADES K TO 4 WITH A SCHEDULE OF ONE SCHOOL PER MONTH.

UPON REQUEST, OUR MISSING PERSONS UNIT APPEARS AT PTA MEETINGS, PRESENTING A PROGRAM ON THE PREVENTION OF MISSING OR ABDUCTED CHILDREN. WE TAKE WITH US TO THESE MEETINGS A SENSE OF AWARENESS IN BOTH OUR PRESENTATION AND LITERATURE, LITERATURE THAT WE GATHER FROM ALL SOURCES--A SAMPLING OF WHICH I HAVE BROUGHT WITH ME THIS EVENING.

I ALSO HAVE WITH ME OUR KIDDIE ALERT COLORING BOOK WHICH I FEEL IS OUR PROUDEST ACCOMPLISHMENT. THE KIDDIE ALERT COLORING BOOK HIGHLIGHTS PREVENTIVE TIPS TO BOTH PARENT AND CHILD. 15,000 ISSUES HAVE BEEN PRINTED: OUR FIRST EDITION OF 5000 WERE DONE IN HOUSE AND OUR SECOND EDITION OF 10,000 WERE DONE BY A COMMERCIAL PRINTER. THESE EXPENSES WERE PAID BY CONCERNED COMPANIES AND INDIVIDUALS, ALL OF WHOM ARE LISTED ON THE BACK COVER.

OUR KIDDIE ALERT COLORING BOOK HAS BEEN REVIEWED BY LAW ENFORCEMENT OFFICIALS AND EDUCATORS WHO ARE NOW READY SPONSORS OF THE THIRD EDITION WHICH WILL BE ANOTHER 10,000 COPIES.

ASSEMBLYMAN JOSEPH DORIA HAS PREPARED A BILL WHICH IS NOW IN THE SENATE EDUCATION COMMITTEE. HIS BILL WILL RECOMMEND TO THE DEPARTMENT OF EDUCATION THAT THEY CONSIDER USING THE COLORING BOOK WHEN THEY DEVELOP THEIR CURRICULUM. (COPY OF ASSEMBLYMAN DORIA'S LETTER ACCOMPANIES THIS REPORT).

PEDOPHILE'S

A PEDOPHILE IS AN ADULT WHO PREFERS SEX WITH A CHILD. THE PEDOPHILE IS ONE WHO WILL START A COURTSHIP WITH HIS VICTIM THE SAME AS A MAN AND WOMEN COURTSHIP. HE'LL SPEND MONEY, GIVE GIFTS, GO TO MOVIES, WIN THEM OVER AND THEN...THE SEXUAL ACTIVITY. I PERSONALLY HAVE ASSISTED IN THE ARREST OF FIVE PEDOPHILES IN NEW JERSEY, NEW YORK AND MASSACHUSETTS...ALL OLDER MEN WITH YOUNG BOYS. FOUR OF THE FIVE WERE AFFILIATED WITH NORTH AMERICAN MAN BOY LOVE ASSOCIATION (NAMBLA) IN ONE WAY OR ANOTHER.

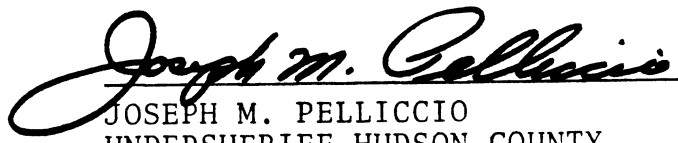
NAMBLA WAS ORGANIZED IN DECEMBER, 1978. IT IS AN ORGANIZATION THAT SUPPORTS SEXUAL ACTIVITY REGARDLESS OF AGE AND IS ALSO DEDICATED TO THE REPEAL OF ALL STATUTES RELATING TO THE AGE OF CONSENT FOR SEXUAL ACTIVITY.

ON DECEMBER 3, 1984, DAVID HARTMEN, HOST OF WABC-TV'S GOOD MORNING AMERICA, STATED THAT CHILD PORNOGRAPHY IS A \$5 BILLION DOLLAR BUSINESS ANNUALLY WORLD WIDE. ON THAT SAME SHOW PROFESSOR KENNETH HERMANN, FROM THE STATE UNIVERSITY OF NEW YORK AT BROCKPORT STATED THAT 100 MILLION CHILDREN WORLDWIDE ARE INVOLVED IN THIS PARTICULAR PROBLEM. THE MISSING CHILD OF TODAY CAN VERY

WELL BE AN ABDUCTED CHILD TOMORROW WHO COULD VERY WELL BE THE SUBJECT OF A CHILD PORNO, PROSTITUTION, OR SEX EXCHANGE FILM.

STATE AUTHORITIES SHOULD EXAMINE AND COMPLETELY REVIEW DIAGNOSTIC CENTERS FOR THOSE CONVICTED OF SEXUAL ASSUALTS AND EVALUATE IF THEIR SYSTEM IS REALLY WORKING. BUT JUST AS IMPORTANTLY, THEY MUST EXAMINE WHAT IS BEING DONE TO HELP THOSE CHILDREN THAT HAVE BEEN VIOLATED BY THESE OFFENDERS.

THANK YOU



JOSEPH M. PELLICCIO
UNDERSHERIFF-HUDSON COUNTY



GENERAL ASSEMBLY
OF NEW JERSEY
TRENTON

CONFERENCE CHAIRMAN
JOSEPH V. DORIA, JR.
ASSEMBLYMAN, DISTRICT 31 (HUDSON)
235 BROADWAY
BAYONNE, N.J. 07002
TEL. 201-437-5150, 5151

January 15, 1985

Sheriff Dominick J. Pugliese
Hudson County Administration Building
595 Newark Avenue
Jersey City, New Jersey 07306

Dear ~~Sheriff Pugliese~~: *JV*,

Thank you for your note of December 20th together with a copy of the "Kiddie Alert Coloring Book". I have reviewed the book, and it is definitely an excellent learning tool for young children to help develop anti-abduction techniques.

I will recommend to the Department of Education that they consider using this coloring book when they develop their curriculum. Obviously, since it is copyrighted, they will have to get the permission of the author. I will also suggest that they speak with you.

At this point, my bill is in the Senate Education Committee. I expect it will be on the Governor's desk within the next two to three months.

Thank you once again for sending me this information.

Sincerely,

JV
Joseph V. Doria, Jr.
Assemblyman

JVD/cl



SHERIFF'S OFFICE



HUDSON COUNTY



DOMINICK J. PUGLIESE
SHERIFF

EDMOND MONTI
CHIEF OF DETECTIVES

OFFICE OF THE SHERIFF
DETECTIVE BUREAU
HUDSON COUNTY ADMINISTRATION BUILDING
885 NEWARK AVENUE
JERSEY CITY, N. J. 07308

AREA CODE 201
795-6342

PREVENTION PLAN

1. FINGERPRINT THE FAMILY. MAKE IT A FAMILY PROJECT. RETAIN FINGERPRINTS IN A SAFE PLACE. REMEMBER THEY MUST BE TAKEN BY A PROFESSIONAL.
2. KEEP UP-DATED DENTAL RECORDS ON THE FAMILY. IF YOU MOVE TO A NEW LOCATION, SURRENDER THEM TO YOUR NEW DENTIST.
3. KEEP UPDATED PHOTOGRAPHS OF THE FAMILY.
4. USE A FAMILY PASSWORD.
5. TEACH CHILDREN THEIR TELEPHONE NUMBER AND YOUR AREA CODE.
6. MAKE SURE THAT YOUR CHILDRENS NAME IS NOT DISPLAYED ON ANY CLOTHING, BOOKS, ETC.
7. TEACH CHILDREN TO STAY TOGETHER WHEN TRAVELING TO SCHOOL OR WHEN PLAYING OR WHEN GOING TO STORES, SHOPPING MALLS, ETC.
8. EDUCATE CHILDREN TO TELL YOU IF ANYONE APPROACHES THEM, OR HAS BEEN FOLLOWING THEM AROUND.
9. TO TELL A CHILD NOT TO TALK TO STRANGERS IS NOT ENOUGH. MOST CHILDREN ENCOUNTER THE SAME PERSON EVERY DAY. THEREFORE, THAT PERSON IS NO LONGER A STRANGER TO THEM. MOST CHILD MOLESTATIONS AND ABDUCTIONS ARE DONE BY SOMEONE IN THE IMMEDIATE AREA.
10. WATCH CHILDREN WHEN SHOPPING IN CROWDED AREAS. IT ONLY TAKES A SECOND FOR SOMEONE TO DISAPPEAR.

11. DON'T LEAVE CHILDREN ALONE IN ANY VEHICLE, EVEN IT IT IS FOR JUST ONE MINUTE.
12. INFORM POLICE IMMEDIATELY IF ANY CHILD OR ADULT SEE'S ANYTHING OUT OF THE ORDINARY, OR ANYTHING OR ANYONE UNUSUAL, SUCH AS STRANGERS LURKING IN THEIR AREAS. GET AS MUCH INFORMATION AS POSSIBLE, SUCH AS A DESCRIPTION OF THE PERSON, THE TYPE OF VEHICLE, COLOR, LICENSE PLATE NUMBER, MAKE, ETC.
13. SET UP STANDARD PROCEEDURES WITH AREA SCHOOLS TO EITHER HAVE THEM CONTACT PARENTS THAT THEIR CHILD NEVER ARRIVED AT SCHOOL, OR THAT THE PARENT WILL CONTACT THE SCHOOL THAT THE CHILD WILL NOT BE ATTENDING SCHOOL THAT DAY.
14. BEWARE OF ORGANIZATIONS TRYING TO MAKE MONEY ON THIS SUBJECT, INCLUDING PRIVATE INVESTIGATORS. THERE IS NO NEED TO SPEND YOUR HARD EARNED MONEY WHEN TRYING TO LOCATE SOMEONE THAT IS MISSING. YOUR LOCAL POLICE CAN GIVE YOU ALL THE HELP YOU NEED AT NO COST. REMEMBER, BE HONEST WITH THEM. DON'T DISTORT ANY FACTS ABOUT THE MISSING PERSON BECAUSE YOU ARE ONLY HURTING YOUR SELF AND IT WILL MISLEAD POLICE IN THEIR INVESTIGATION.
15. TEACH CHILDREN TO SCREAM IF SOMEONE TRIES TO HARM OR GRAB THEM IN ANY WAY. INSTRUCT THEM TO SCREAM SUCH THINGS AS "I DON'T KNOW YOU", OR "YOU'RE NOT MY MOTHER/FATHER", ETC.
16. INSTRUCT BABYSITTER NOT TO TELL ANYONE THAT THEY ARE ALONE. IF ANYONE CALLS ON THE TELEPHONE, HAVE THE BABYSITTER SIMPLY SAY, "MR. _____ IS IN THE SHOWER. PLEASE GIVE ME YOUR TELEPHONE NUMBER AND NAME AND I WILL HAVE HIM RETURN YOUR CALL."

MISSING PERSONS CHECK LIST				(1) Name of Missing Person (Last - First - Middle)						
				(2) Address of Missing Person						
(3) Police Agency		(4) Case Number		(5) Sex	(6) Race	(7) Age	(8) Date Last Seen	(9) Time	(10) Date Police Notified	
(11) Occupation				(12) Where Employed			(13) Home Phone		(14) Business Phone	
(15) Last Seen By				(16) Address			(17) Date		(18) Time	
(19) Where Last Seen				(20) Destination			(21) Money Carried		(22) Luggage	
(23) Cause of Absence				(24) Mental Condition			(25) Physical Condition			
(26) Date of Birth		(27) Place of Birth			(28) Height	(29) Weight	(30) Hair	(31) How Worn	(32) Complexion	(33) Build
(34) Glasses (Describe)				(35) Color of Eyes		(36) Beard - Mustache (Describe)			(37) Fingerprints Available	
(38) Photo Available		(39) Visual Condition of Teeth		(39A) Dental Chart Available <input type="checkbox"/> Yes <input type="checkbox"/> No		(40) Tattoos (Describe)				
(41) Scars - Amputations (Describe)						(42) Jewelry (Describe)				
(43) Surgical Appliances (Truss - Cane - Brace)						(44) Other Descriptors				
(45) Clothing (Describe Fully)										
(46) Vehicle Used		Year	Make	Model	Color	Reg. Number	State	Other Identifying Marks		
(47) Social Security Number			(48) Habits (Drink - Sports - Gamble)							
(49) Ever Missing Before		How Many Times	Last Time	How Long	Where Located					
(50) Person to be Notified if Located			Relationship	Home Address			Home Phone	Business Phone		
(51) Friends				Address			Phone			
(52) Narrative										
HUDSON COUNTY SHERIFF'S OFFICE MISSING PERSONS BUREAU DOMINICK J. PUGLIESE, SHERIFF										
(53) Person Who Was Notified When Subject Was Located						Address		(54) Date	(55) Time	
(56) Teletype Alarm No.		(57) NCIC Number		(58) Date and Time Cancelled			(59) Cancellation Requested By			
(60) This Report Submitted By (Name - Rank)				Signature of Person Submitting Report				(61) Badge Number		
(62) Reviewed By				(63) Case Number		(64) Date of Report		(65) Pending	(66) Complete	



DOMINICK J. PUGLIESE
SHERIFF

OFFICE OF THE SHERIFF
HUDSON COUNTY ADMINISTRATION BUILDING
595 NEWARK AVENUE
JERSEY CITY NEW JERSEY 07306
(201) 795-6300



UNDERSHERIFFS
JOSEPH M. PELLICCIO
CECIL WEST

LIFESAVER KIT

Name: _____
 Address: _____
 City: _____
 Phone: _____
 2nd: _____
 3rd: _____
 MEDIC: _____
 Int: _____
 Inc: _____
 Allergy: _____
 Medication: _____

[Handwritten initials]

Dear Parent:

The Hudson County Sheriff's Office is stepping up its 'IDENT-A-KID Program. The purpose of the program is to help in the locating and identifying missing children. This can only be accomplished through the cooperation of parents, the Sheriff's Office, local police and school officials.

As a parent or guardian of a grammar school child, we are asking for your permission to have your child participate in this program. Dates and manner of fingerprinting at school will be determined jointly by school officials and the Sheriff's Department.

Members of the Sheriff's Identification Unit would visit the school and take ONE set of fingerprints from only those children that have this permission slip/fingerprint form in their hand. This would be done on the reverse side of this form. The information requested would include name, address, sex, date of birth, school and grade.

Upon completion of the fingerprinting, school officials would see that the forms are returned to the parent or guardian. Considering the only set of fingerprints taken will be on this form, it will be placed in the hands of the parent for the full responsibility of its safe keeping.

In the event a child is missing, immediately notify the police. Make available to the police the fingerprints for classification. Cooperate fully with the police and provide any additional information that may aid them in locating the child.

Very truly yours,
Dominick J. Pugliese
Dominick J. Pugliese
SHERIFF OF HUDSON COUNTY

DJP:id

OFFICE OF THE SHERIFF
-HUDSON COUNTY-

SHERIFF DOMINICK J. PUGLIESE

DATE _____

_____ IS GIVEN PERMISSION TO BE
FINGERPRINTED UNDER THE SHERIFF'S CHILD IDENTIFICATION PROGRAM AS OUTLINED
ON THE REVERSE SIDE. WHEN COMPLETED, I WOULD LIKE THIS FINGERPRINT RECORD
RETURNED TO ME.

SIGNATURE OF PARENT OR GUARDIAN _____

IF PERMISSION IS GIVEN, PLEASE COMPLETE INFORMATION BELOW:

CHILDS NAME _____ DATE OF BIRTH _____

NICKNAME _____ SEX _____ WGT _____ HGT _____

ADDRESS _____ SCHOOL _____

CITY _____ STATE _____ GRADE _____

RIGHT HAND

1-Right Thumb	2-R. Forefinger	3-R. Middle Finger	4-R. Ring Finger	5-R. Little Finger

LEFT HAND

6-Left Thumb	7-L. Forefinger	8-L. Middle Finger	9-L. Ring Finger	10-L. Little Finger

LEFT HAND

RIGHT HAND

TAKEN BY: _____

Dear Parents and Guardians of Young Persons,

When most people think about the possibility of a CHILD being **SEXUALLY MOLESTED, ABUSED** or **HURT**, we feel disgusted and find it something hard to understand.

We know that many of these incidents are not reported to anyone. Some, not even to parents.

Briefly, sexual assault/abuse involves the penetration and/or touching of the "private parts" of the body (vagina, penis, anus and breasts). Sexual assault of children (pedophilia) can happen to the child of any age or background. Children, because of their innocent nature, fall prey to the trickery of the child molester (pedophiliac).

Most of us have been taught (and usually pass on the advice to our children) about **NOT** talking to or accepting gifts from strangers, and this is **VERY GOOD**. But, despite this image, the "child molester" is not easily identifiable. In most cases, the offender is known to the child **OR** to the child's family (e.g. babysitter, neighbor, schoolmate, father, brother, relative, etc.).

Children are more frightened by words or stories they **HEAR BUT DON'T UNDERSTAND** than by anything else. Teach children the proper language to use as well as the correct names for the parts of their body. Define words you may use. Simple definitions and explanations will give children enough understanding to handle their fears.

TAKE TIME TO LISTEN! Encourage your child to talk to you about **ANYTHING** and **EVERYTHING**. . . . Let them know that if they are hurt in any way, they are **NOT** to blame. Do not make them feel that they have done something "bad", "naughty", "wrong"! Do not put aside what your child tells you as exaggeration or imagination—check out the information. **TAKE ACTION WHEN NECESSARY!**
HUDSON COUNTY SHERIFF'S OFFICE
MISSING PERSONS BUREAU
DOMINICK J. PUGLIESE, SHERIFF

DEAR CHILDREN,

Personal safety is more than learning how to cross the street, ride a bicycle or swim.

PUBLIC restrooms should be used with caution. If you must use such facilities, it is best to have someone accompany you. Don't loiter in or around the restroom area. Don't speak to strangers—leave immediately.

EVERY child should know his/her full name, address, telephone number, school, and the name, address and telephone number of a relative or friend who can be contacted in case of emergency. You should be instructed in the proper use of the telephone to get help in emergency situations.

REPORT to your parents, school authorities, or a police officer—anyone who exposes "private parts" or attempts to expose your "private parts." Don't go over to strangers in automobiles who may ask you for directions or pretend to have something for you—such as a message, gift, money or candy.

STAY with your group. On an outing don't wander off alone. If you should get separated, have a pre-arranged meeting area to wait for your group, preferably a location where someone in authority would be present. For example, in a movie—the manager's office; or in open areas where a security office is not available—choose a location where there are many people, so that you are not alone until your friends find you.

ONLY parent/guardian, doctor, nurse should be allowed to touch your body in a personal manner. If a stranger, relative or friend wants to touch your "private parts" or have you do the same to her/him—state that you are not allowed—and get away as fast as you can. Never keep it "secret", tell your parent or guardian.

NEVER hitchhike—or accept an offer of a ride from a stranger. Learn to use the public transportation that is available to you. If for some reason you can't, then have your parent/guardian or another responsible person take you to or from your destination. Hitchhiking is equally as dangerous for boys as it is for girls.

ALWAYS tell your parent/guardian where you are going, with whom you will be, and when you will return. If you will be late in getting home, call and let someone know you have been detained and where you are.

LOCK doors and windows and never indicate to strangers that you are home alone. If someone telephones asking for your parents/guar-

a message, or have them call back. Don't open the door to strangers—if your parents are home let them answer the door. If you are alone, don't let strangers know there is no one at home with you.

SHORTCUTS through deserted areas, alleyways, vacant lots or abandoned buildings can be dangerous. Walk or play out in the open where you can see or be seen by other people. Don't stay in the schoolyard when the rest of your playmates have left. Walk to and from school with a friend or group of friends, if possible.

ALWAYS discuss with your parent/guardian any incident which has disturbed or confused you. Confide in them freely even when you feel embarrassed or ashamed about the situation. Any questions about sex should be directed to them and not to your friends, who may not know as much as you.

FAMILIARIZE yourself with your neighborhood. Remember the places you can go to if you should need immediate help: storekeepers, gas stations, a friend's house nearby, the local police and fire stations. Always let your parent/guardian or school authorities know about anyone who tries to touch you or convince you to go along. Try to remember what the person looked like and what was said.

EVERY parent should exercise care in the selection of baby-sitters. Young people who baby-sit should also know something about the families for whom they sit. Make arrangements to be brought to and from the location—especially if it involves coming home late at night, or traveling in an area with which you are not familiar.

TO be alert is important—alert to the fact that there are those who might try to take advantage of you (will try to win you over by offering you money, candy, or a gift of some kind for favors of a very personal nature). The requests might embarrass you or make you feel uncomfortable. This person, whether a total stranger or known to you or your family, should be reported to your parent/guardian.

YOUR personal safety is important—don't be embarrassed at being afraid. Discuss things openly with your parents/guardians. Don't be misled by promises or offers that may seem good at the moment. Your parents/guardians, school authorities and police want to help you; confide in them. **BEING AWARE IS A GOOD HABIT.** Tell your friends about personal safety, too.

PREVENTION TIPS

FINGERPRINT THE FAMILY. MAKE IT A FAMILY PROJECT. RETAIN FINGERPRINTS IN A SAFE PLACE.

KEEP UPDATED DENTAL RECORDS ON THE FAMILY. IF YOU MOVE TO A NEW LOCATION GIVE THEM TO YOUR NEW DENTIST.

KEEP UPDATED PHOTOGRAPHS OF THE FAMILY.

USE A FAMILY PASSWORD.

TEACH CHILDREN THEIR TELEPHONE NUMBERS AS SOON AS POSSIBLE. BE SURE TO INCLUDE THE AREA CODE. TEACH THEM HOW TO CALL THE OPERATOR AND HOW TO CALL COLLECT.

TEACH THEM THEIR FULL ADDRESS AND INCLUDE THE STATE. THIS IS IMPORTANT.

DO NOT DISPLAY CHILDRENS NAME ON THE OUTER PORTIONS OF THEIR CLOTHING, BOOKS, LUNCH BOXES, ETC. MAKE A MENTAL NOTE OF CLOTHING WORN BY YOUR CHILDREN EACH DAY. (CHILDREN WILL RESPOND TO A PERSON THAT KNOWS THEIR NAME.)

WATCH CHILDREN WHEN SHOPPING IN CROWDED AREAS. IT ONLY TAKES A SECOND FOR A CHILD TO DISAPPEAR. TELL THE CHILDREN NEVER TO LEAVE THE STORE IF YOU BECOME SEPARATED, NOT TO GO TO THE PARKING LOT, BUT TO GO DIRECTLY TO A CHECKOUT COUNTER.

IF YOU CANNOT BE WITH YOUR CHILDREN, TEACH THEM TO STAY TOGETHER WHEN TRAVELING TO SCHOOL OR WHEN PLAYING OR GOING TO STORES, MALLS, ETC.

NEVER LEAVE CHILDREN ALONE IN CARS, EVEN FOR A FEW SECONDS.

CAUTION YOUR CHILDREN NOT TO TAKE SHORTCUTS THROUGH ALLEYS, DESERTED AREAS, LOTS, ETC., AND NOT TO GO INTO EMPTY BUILDINGS, ALONE OR WITH ANYONE ELSE.

CAUTION CHILDREN NOT TO WALK NEAR CARS, OR APPROACH CARS IF SOMEONE CALLS THEM OVER. THEY SHOULD WALK AWAY, AND IF THEY ARE FOLLOWED BY AN AUTO OR BY SOMEONE ON FOOT, THEY SHOULD RUN HOME, OR TO THE NEAREST PUBLIC PLACE AND YELL FOR HELP. TELL THEM NEVER TO RUN AND HIDE IN A DESERTED PLACE. TELL THEM THAT IT IS UNUSUAL FOR ADULTS TO ASK CHILDREN FOR HELP OR FOR DIRECTIONS, AND THAT IT IS BEST TO IGNORE THEM.

IF YOUR CHILDREN CARRY THEIR OWN HOUSE KEYS, CAUTION THEM NOT TO WEAR THEM LIKE AN ORNAMENT, BUT TO PUT THEM AWAY, OR COVER THEM UP.

MISSING COURT, DUFFIN OFFICE
MISSING PERSONS BUREAU
DOMINION A. PUBLISHED, CHICAGO

WHAT IS A STRANGER? A STRANGER IS A PERSON THAT YOU OR YOUR CHILD DON'T NOW, OR DON'T KNOW VERY WELL. A BAD STRANGER IS A PERSON WHO WANTS A CHILD TO GO SOMEWHERE WITH THEM OR WANTS TO GIVE THEM A PRESENT, LIKE ANDY, OR A PUPPY, OR WANT TO TAKE THEIR PICTURE. TELL YOUR CHILD THAT IF THEY MEET ANY BAD STRANGERS THEY SHOULD TELL YOU ABOUT THEM, AND SHOULD DEFINITELY NOT GO ANYWHERE WITH THEM.

CHILDREN SHOULD BE CAUTIONED NEVER TO OPEN THE DOOR TO ANYONE WHEN THEY ARE HOME ALONE, AND SHOULD NOT LET ANYONE KNOW THAT THEY ARE HOME ALONE.

BE SURE THAT YOUR CHILD'S SCHOOL WILL NOT RELEASE THEM TO ANYONE BUT YOUR SOMEONE DESIGNATED BY YOU. YOUR PRE-SET CODE WORD CAN BE USED AS A SIGNAL IF YOU MUST SEND SOMEONE UNFAMILIAR TO THEM.

TEACH YOUR CHILD THAT NO ONE HAS THE RIGHT TO TOUCH THEM, AND ESPECIALLY THEIR PRIVATE PARTS, OR HAS THE RIGHT TO MAKE THEM FEEL UNCOMFORTABLE BY TOUCHING THEM IN THIS WAY. THE PERSON MAY TRY TO SAY "THIS WILL BE OUR SECRET." TELL THE CHILD TO TELL YOU IMMEDIATELY. TEACH THEM THAT THEY DO HAVE THE RIGHT TO SAY NO TO AN ADULT. MOST MOLESTATIONS AND ABDUCTIONS ARE COMMITTED BY SOMEONE THE FAMILY OR THE CHILD KNOWS.

WATCH FOR UNUSUAL OCCURRENCES OR STRANGERS HANGING AROUND THE AREA. TEACH YOUR CHILDREN TO WATCH ALSO, AND TO REPORT ANYTHING TO YOU OR A FAMILY MEMBER, TEACHER, OFFICER, ETC.

ENGAGE YOUR CHILDREN IN "WHAT IF" GAMES, AND ACT THEM OUT. ROLE PLAYING WITH YOU AS THE "NICE STRANGER" OR "BAD STRANGER" CAN BE EXERCISES IN CAUTION.

A GUIDE TO PREVENT ABDUCTION

HUDSON COUNTY SHERIFF'S OFFICE
MISSING PERSONS BUREAU
DOMINICK J. PUGLIESE, SHERIFF



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.

A GUIDE TO PREVENT ABDUCTION

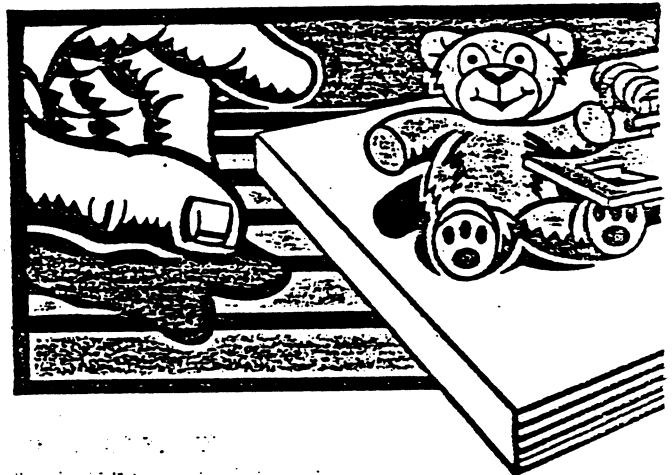


AUTHORITY Taking advantage of most children's respect for authority, perpetrators will dress like police officers, clergy, firefighters, truant officers, etc. They often go as far as to wear uniforms, carry badges, and even affix flashing lights to their cars. Some have posed as store detectives, accusing 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.

LIBERY 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 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.



GO/FAME Sometimes children are promised a modeling job, the chance to compete in a beauty contest, 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!”

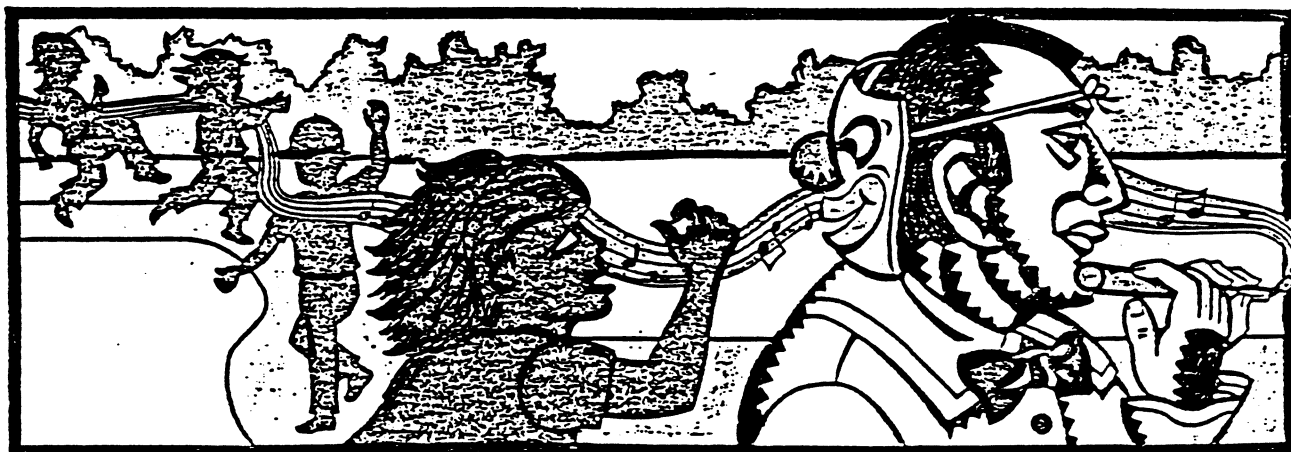
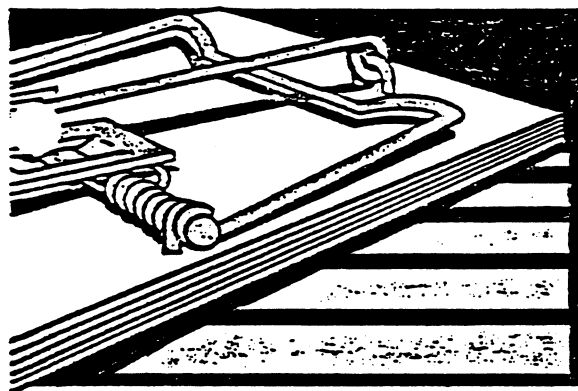
“Your house is on fire and your mother is locked out. Do you have a house key? Hurry and come with me!”

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.”



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.



**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.

**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.



MUSCON COUNTY SHERIFF'S OFFICE
MISSING PERSONS BUREAU
DOMINICK J. FUGLIESE, SHERIFF

PROFILE OF CHILD MOLESTERS:

Law enforcement officers and public service groups are advised that a study by the National Association of Chiefs of Police reflects that any person from any walk of life can be a "child molester". However, prison studies have indicated a general profile as noted below:

1. The molester of a child is very likely to be someone he or she *knows!*
2. 80% of child molesters were abused themselves as children.
3. Contrary to general belief the child molester does not "mean" the victim any harm. It is to them an act of "love" although obviously misdirected and deviant.
4. They *seek* and want the friendship of children and *prefer* their companionship to that of adults. They may accomplish this by being ready to listen to a child (where parents fail to). To help with homework, sports and other activities *around children!*
5. The child molester who *hurts a child*, and who is *violent* is better classified as a *child rapist* than "molester."
6. Molesters obtain sexual favors in exchange for attention and gifts. Whereas "rapists" obtain sex out of fear for one's life or injury.
7. There are a number of "traits" based on a study developed at the Connecticut Correctional Institute that are at best, "guidelines" for parents, police and civic groups to look for in a *possible* molester. It must again be pointed out that at best these are *guidelines* and should signal you to be "alert" and cautious.

"MOLESTER-COMMON TRAITS"

- a. Likely to be single and past the age of 25.
- b. Not playing competitive sports.
- c. Having an absence of appropriate peer relationships (persons of his or her own age).
- d. Confining his/her circle of friends to younger people (children).
- e. As a child having a history of being an abused child.
- f. Exhibiting character immaturity; shy; possible passive; or a non-assertive person.
- g. Possibly a history of past or present mental illness.
- h. Does well in work where there are *no* decisions to make. Has no interest in job advancement.
- i. Possibly already has a police record.

It must be noted that the guidelines are just that! A *warning* and not *all* persons who have these traits are child molesters! But if persons fit into this guideline you should *at least be suspicious* and *watch your child carefully!*

8. Younger children (under 11) seem to be in the *most danger* and the majority of cases involve girls. However, young boys may also be in just as much danger as new figures and investigations broaden.

Published and distributed as a public service by the
Child Guard Data Center, National Association of Chiefs of Police
1100 N.E. 125th Street North Miami, Fla. 33161 305-891-1700

HOW TO PREVENT ABDUCTIONS

— Teach your child his or her full name, address (including city and state) and telephone number (including area code). Make sure that your child knows how to make a long-distance call and how to call 911.

— Keep a file with your child's photographs (taken at least once a year), fingerprints and dental records. If your child is under 2, take pictures 4 times a year.

— Teach your children to avoid strangers, especially those who offer them presents or ask to take their pictures.

— Never leave your child alone in a car. Always accompany your child to the bathroom in a public place.

— Tell your child never to answer the door while home alone or to tell anyone over the phone that he or she is alone.

— Explain to your child what to do in the event that the two of you become separated. If you are shopping, for example, tell your child never to go to the parking lot, but to go to the nearest checkout counter and ask a clerk for help.

— Make sure that your child's school or day care center will not release him or her to anyone without your permission. If you must send an unfamiliar adult to pick up your child, have a prearranged code with your child to be used as a signal.

— Give your child permission to say no to an adult. Emphasize that no one has the right to touch them or ask them to keep a secret from you.

— Try to be more aware of children in public places. If you see a child that appears lost or frightened, do not approach the child. Since children are being taught to avoid strangers, you will only frighten them more. Get someone to locate a policeman or security guard for assistance while you make sure that nothing happens to the child.

— If a child approaches you and says that he or she is lost or has been abducted, act as quickly as you can in getting help. There have been cases of children who have appealed for help and adults failed to act in time before the abductors returned.

WHAT TO DO IF YOUR CHILD IS MISSING

— Call the police. Ask them to file a missing child report with the FBI. If they refuse, file the report yourself.

— Call friends and relatives to organize a search party and to put up posters.

— Call the Foundation to Find and Protect New Jersey's Children, P.O. Box 436, Oak Ridge, NJ 07438, 201-697-4088.

The more educated the public becomes about the problem of missing children, the better chance we have to prevent future abductions and to recover missing children. I will continue to do all that I can in the Senate to make sure we pass the best legislation possible. But we need everyone's help if we are to prevent such tragedies.

HUDSON COUNTY SHERIFF'S OFFICE
MISSING PERSONS BUREAU
DOMINICK J. PUGLIESE, SHERIFF

Sincerely,



IF YOUR CHILD IS MISSING

- * Don't panic, remain calm.
- * Thoroughly search your home and surrounding property.
- * Contact the local police department and provide them with a report of the missing person. Be prepared to provide the following information:

Name, nick names and/or aliases.

Date of Birth

Place of Birth

Physical Description: Height, weight, marks, scars, tattoos, etc.

Clothing Description

Photographs

Fingerprints, Footprints

Dental Charts or Name of Dentist

Request that a city, county, and state alarm be sent out immediately and the missing person be entered into the FBI-NCIC computer in Washington, D.C.

If local police refuse or if they inform you that they have a waiting period, go to your local FBI office. Inform the FBI you have already been to the local police and that they have failed to take the report. The federal law requires that they make the entry if the local police fail to act.

Important: Remember to give all authorities all pertinent information. Do not withhold anything about the missing person.

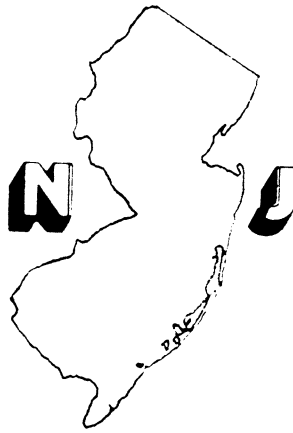
- * Write down everything you've done (Names of people you have contacted and places you have searched).
- * Contact close friends (boyfriends, girlfriends) and neighbors, inform them of what happened, ask to be notified if missing person is seen or heard from. Stay organized.
- * Ascertain if there are any favorite family members, the child may confide in.
- * Try to find out if anyone else is missing in your area. Possibly they are together.

RODSON COUNTY SHERIFF'S OFFICE
MOUNTAIN VIEW, TEXAS
DOMINICK J. PUGLIESE, SHERIFF

- * Check areas where missing person has been known to frequent. Have someone remain by your home phone at all times. Use a neighbor's phone to do any calling. Keep conversations short and to the point to save time.
- * Review old telephone bills for any long distance calls in the last few months. This may provide you with a direction to work.
- * Advise police of any favorite vacation place or former residence or location the individual might have expressed a desire to visit or live.
- * Alert schools and colleges to the fact that the individual is missing and ask that the family be contacted if the child is sighted.
- * Call area hospitals, medical examiners, bus stations, airports, etc.
- * If child is of military age, check local recruiter's office. Child may try to enlist in the armed forces.
- * Keep the authorities informed of what you are doing.
- * Be patient. It is an awesome task to locate someone who is missing and the answers don't come as fast as you might want them to.
- * Be patient, and give authorities a chance to do their job.
- * If the person returns home on his/her own, contact the police immediately. Be understanding, it may prevent a recurrence. Get professional help if required.



Thomas H. Kean
Governor



Irwin I. Kimmelman
Attorney General

A MESSAGE FROM THE ATTORNEY GENERAL

"MISSING CHILDREN"

November, 1984

Dear Friend,

It is hard to imagine anything more terrifying than discovering that your child is missing. Yet this terror strikes the hearts of thousands of New Jersey families each year. In recent months, welcome attention has been focused on the serious problem of missing children. In January 1984, this State took a significant step forward in dealing with this problem when Governor Kean ordered the creation of a Commission on Missing Persons and the establishment within the State Police of a Missing Persons Unit. In addition, on June 12th of this year, I issued a directive to all law enforcement agencies under my jurisdiction as chief law enforcement officer for the State of New Jersey instructing that as soon as a juvenile is reported missing, a complete record must be taken immediately and prompt action taken to locate the missing juvenile. There will no longer be a waiting period before initiating investigations.

Although our efforts have been mainly geared toward **locating** missing children, we are fully aware that the most effective measures are preventive. Consequently, the following safety precautions have been assembled to provide you with guidance on how to protect your children. Reading and understanding these precautions now could prevent heartache and pain in the future.

**HUDSON COUNTY SHERIFF'S OFFICE
MISSING PERSONS BUREAU
DOMINICK J. FUGLIESE, SHERIFF**

Sincerely,

IRWIN I. KIMMELMAN
Attorney General

MISSING CHILDREN

1. Teach your children, **at an early age**, the facts about abduction and what it means.
2. Define what a **stranger** is. Let your children know that just because they see someone everyday (for instance, the mailman, paper-boy, milkman, neighbor) it does **not** mean that these people are not strangers.
3. **Never** leave your children unattended in a vehicle. It is a proven fact that it takes less than 5 seconds to abduct a child from a car. Some people who wouldn't think about leaving their wallet exposed on the seat of their car do leave their children so exposed!
4. **Always** accompany your child to the bathroom in a public place.
5. Teach your children their full name, your name, address and telephone number, including area codes.
6. Get a map and allow your children to color in their home state so that they can understand its name and geographic location.
7. Teach your child how to use a telephone. Practice using a pay telephone.
8. **Child Find, Inc.** is a national, non-profit organization dedicated to the well-being of children. It operates a 24-hour toll free number: **1-800-431-5005**. Teach your children this number to call if they are lost or need help. Be sure they always carry enough change to make a phone call.
9. Make sure your child **never** accepts gifts or candy from strangers.
10. Give your children permission to say **NO** to an adult. Be sure they realize that not every adult has authority over children **especially** if that adult has asked your children to do something that you have taught them is wrong.
11. Be sure your children understand that no one has the right to touch them on any part of their body that a bathing suit covers. Teach them to tell you about it if someone does. Be prepared to listen and remember that children very rarely say something that isn't true.
12. It is **very important** that your children be able to talk to you. Encourage them to tell you about anyone who approaches them and offers them gifts, treats, or wants to take their pictures.
13. **Never** allow your children to approach a car to offer directions. Abductors will prey upon a child's sense of sympathy (for example: "I have lost my puppy. Can you help me find him?").
14. Teach your children to tell you if someone has asked them to keep a secret from you.
15. Keep your children in sight at all times. Shopping malls are crowded and offer abductors an easy place to pick up children. Older children may not want to stay with you, but do not allow them to wander around alone.
16. Know your children's route to school. Encourage children to **buddy up**. A child who is part of a group is less vulnerable than a child who goes alone.
17. **Demand** that your school have a **Call-Back** system if your child does **not** arrive at school. The school may want to use volunteers to help implement such a system. Be sure that the school has a number where you can be reached at home or at work so that you can receive immediate notification if your child does not come to school.
18. Be involved in your child's activities. Know the locations of places he/she goes. Know all of the adults that your child will be associated with.
19. Know the names of your children's friends. Know where they live and how to reach them. Too many parents do not know who their children's friends are - particularly with teenagers.
20. Be extremely cautious in selecting babysitters and day care centers. **Always** check references. Know the people who are responsible for your child.
21. Instruct schools, babysitters and friends who are caring for your child not to allow your child to go with anyone but you unless otherwise arranged.

22. Children who are home alone should **never** open the door to strangers. Be sure the doors and windows in your home are secure. Children who are home alone should **never** volunteer information to anyone on the telephone that they are home alone. Teach them to say "My mother is in the shower and can not come to the telephone right now. May I take a message?"
23. Post emergency telephone numbers at the phone, not somewhere where your child will have to search for them. Include: **police, fire department, ambulance and friends and neighbors** close by. Write in your address near these numbers so your child can easily let authorities know the location.
24. Insist that your children contact someone if they feel something is suspicious. Older children should learn to recognize suspicious behavior and should be taught to recognize characteristics so that a description can be given to you or the police. This holds true for describing cars and license plates. Teach them to write down the plate number in the dirt with a stick if necessary.
25. Avoid dressing your children in clothing that has their names printed on them. Make sure that your children know that just because someone knows their name, this does not mean the person knows them. Children are less fearful of someone who calls them by name.
26. Obtain a passport for your child to reduce the chance that your child will be taken out of the country.
27. Teach your children that adults rarely ask children for help. If someone asks them for directions or help in finding something, your children should be taught to ignore them and go home or to another safe place.
28. Teach your children that if they are being followed, and can not run safely home or to a public place, they should yell for help. They should **never** just run and hide, because they may put themselves in an isolated location and vulnerable to attack.
29. If someone grabs hold of your child, teach him/her to yell, bite, kick and to draw attention to the situation. They should yell, for example, "Help me, this is **not** my daddy/mommy!"
30. If you find yourself in a position where a child appeals to you for help, be prepared to offer it.
31. Be someone your child can talk to. Be sensitive to changing moods and behavior. And, **never** belittle your child's fears.
32. Take a look at your children daily. Know what they were wearing when they left the house.
33. Be **matter of fact** in discussing safety with your children. Teaching them how to be safe should be no more frightening (and no less important!) than teaching them not to play in traffic or touch a hot stove.

CHILD FINDER KIT

A **Child Finder Kit** can be invaluable should your child be missing. **Child Find** and other organizations have such pre-packaged kits available, but if you do not purchase one, keep your own kit that includes:

- a. recent clear, color photographs of your child (take a new one at least once per year).
- b. fingerprints and footprints.
- c. birth certificate.
- d. photograph of all scars, birthmarks, deformities.
- e. dental and medical records.
- f. lock of hair.
- g. physical description, including **height, weight, color of eyes and hair**.
- h. sample of handwriting.
- i. a recording of the child's voice.
- j. complete family history - paternal and maternal.

IF YOUR CHILD IS MISSING . . .

1. **Call the police.** Ask them to fill out a missing persons report **immediately**.
2. Call all of your friends, relatives and neighbors. Organize a search party.
3. Put up posters immediately and contact the media.
4. Check to see if any other children are missing.
5. Runaways may hide out with friends for a day or two, so if your search begins immediately, you may be able to locate your child before 24 hours has passed.
6. Contact airports, train stations and bus depots in your area.
7. Contact the **Port Authority Police Youth Service Unit** at the bus terminal in Manhattan. This is a mecca for runaways. The number there is **212-502-2205**.
8. Call **Child Find** at **1-800-431-5005**.

KIDDIE ALERT



A COLORING BOOK



DOMINICK J. PUGLIESE
SHERIFF

OFFICE OF THE SHERIFF
HUDSON COUNTY ADMINISTRATION BUILDING
595 NEWARK AVENUE
JERSEY CITY, NEW JERSEY 07306
(201) 795-6300



UNDERSHERIFFS
JOSEPH M. PELLICCIO
CECIL WEST

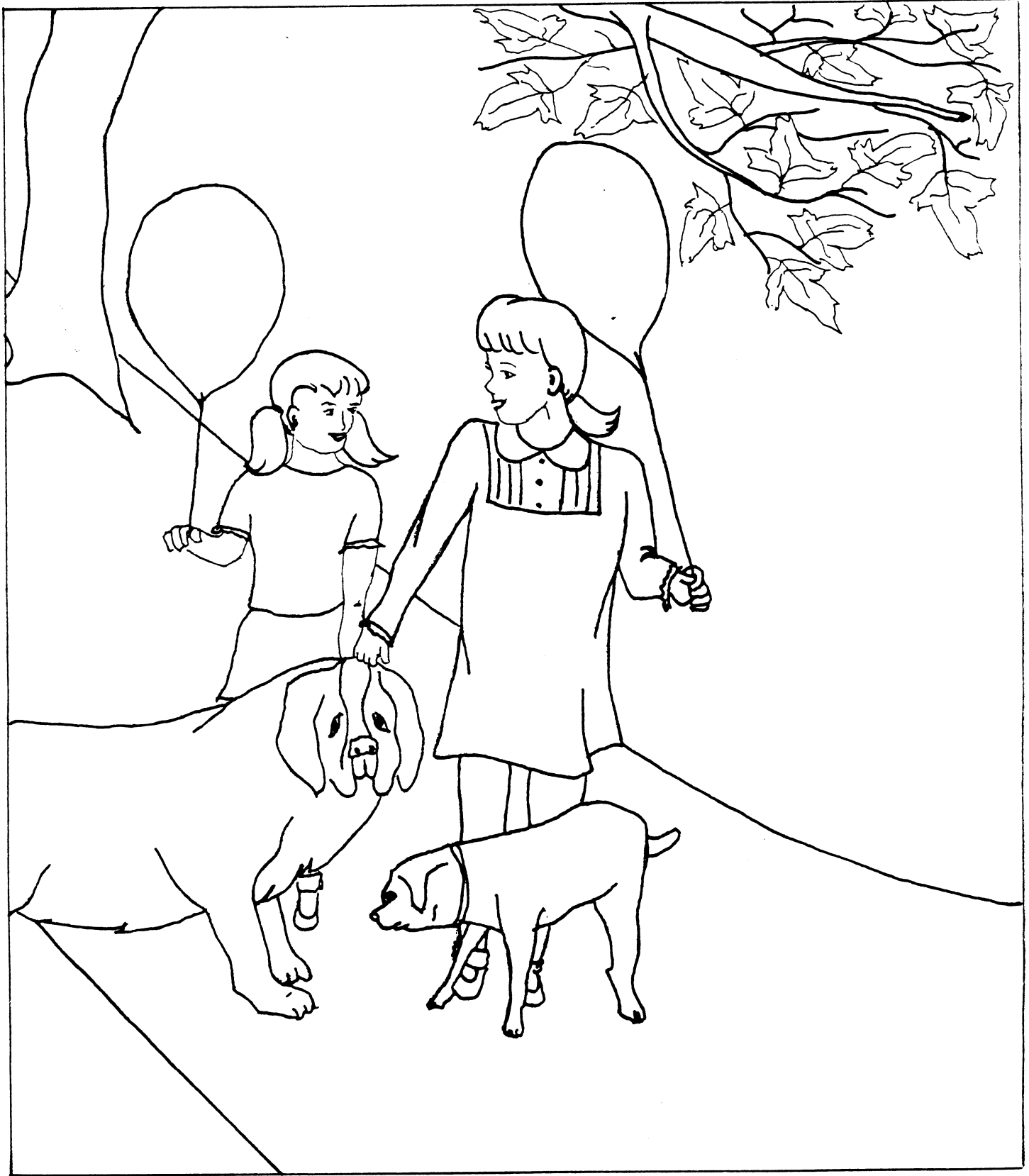
TO THE PARENT OR GUARDIAN:

THE PURPOSE OF THIS COLORING BOOK IS TO HELP OUR CHILDREN IN IDENTIFYING THE DO'S AND DON'TS OF THIER EARLY YEARS. THIS CAN ONLY BE DONE THROUGH THE COOPERATION OF PARENTS, SHERIFF'S OFFICE, LOCAL POLICE AND SCHOOL SYSTEMS.

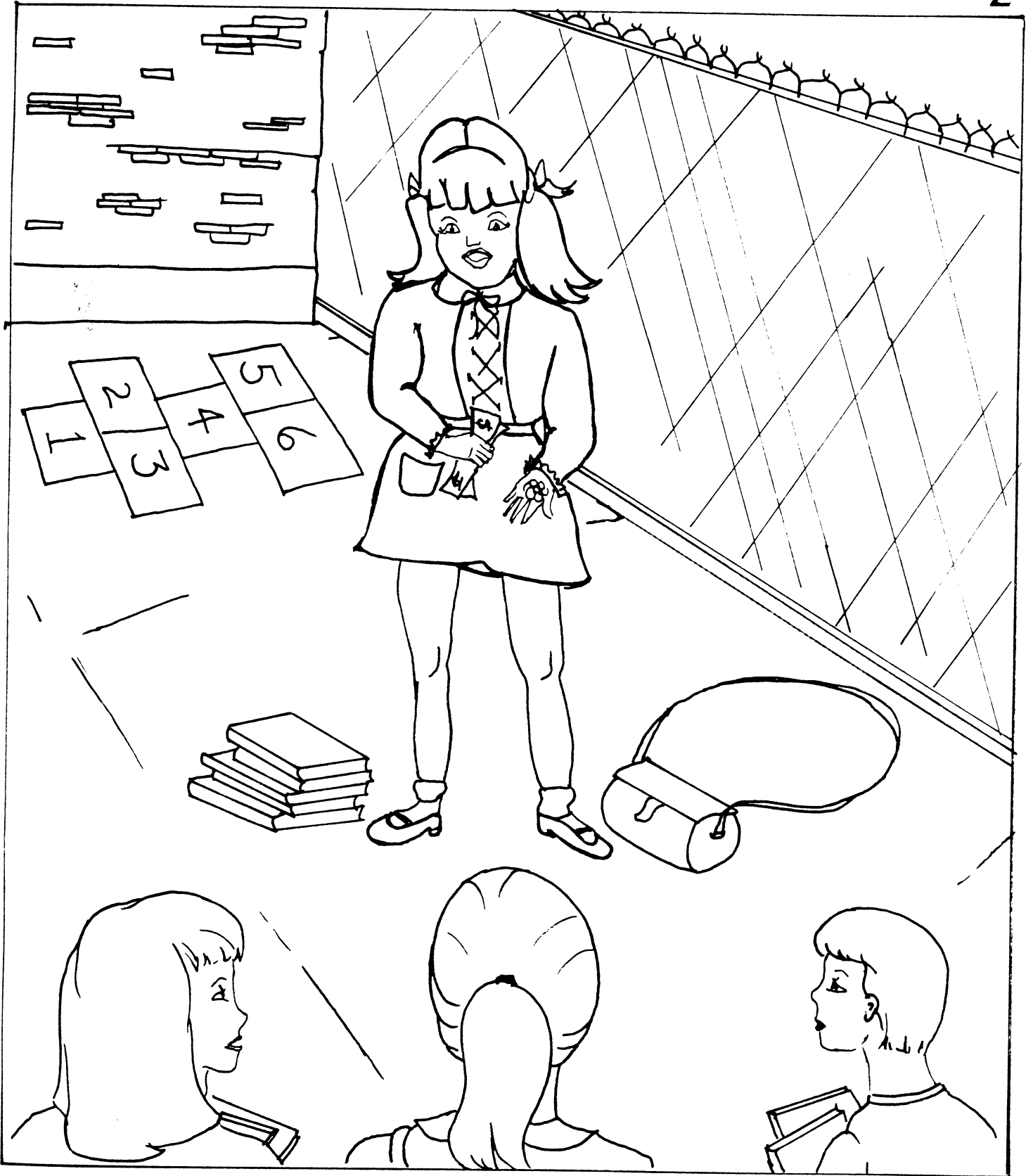
IT IS SUGGESTED THAT YOU THE PARENT REVIEW THE "KIDDIE ALERT" COLORING BOOK WITH YOUR CHILD, SO THAT THEY FULLY UNDERSTAND THE MESSAGE IT BRINGS TO THEM.

Dominick J. Pugliese

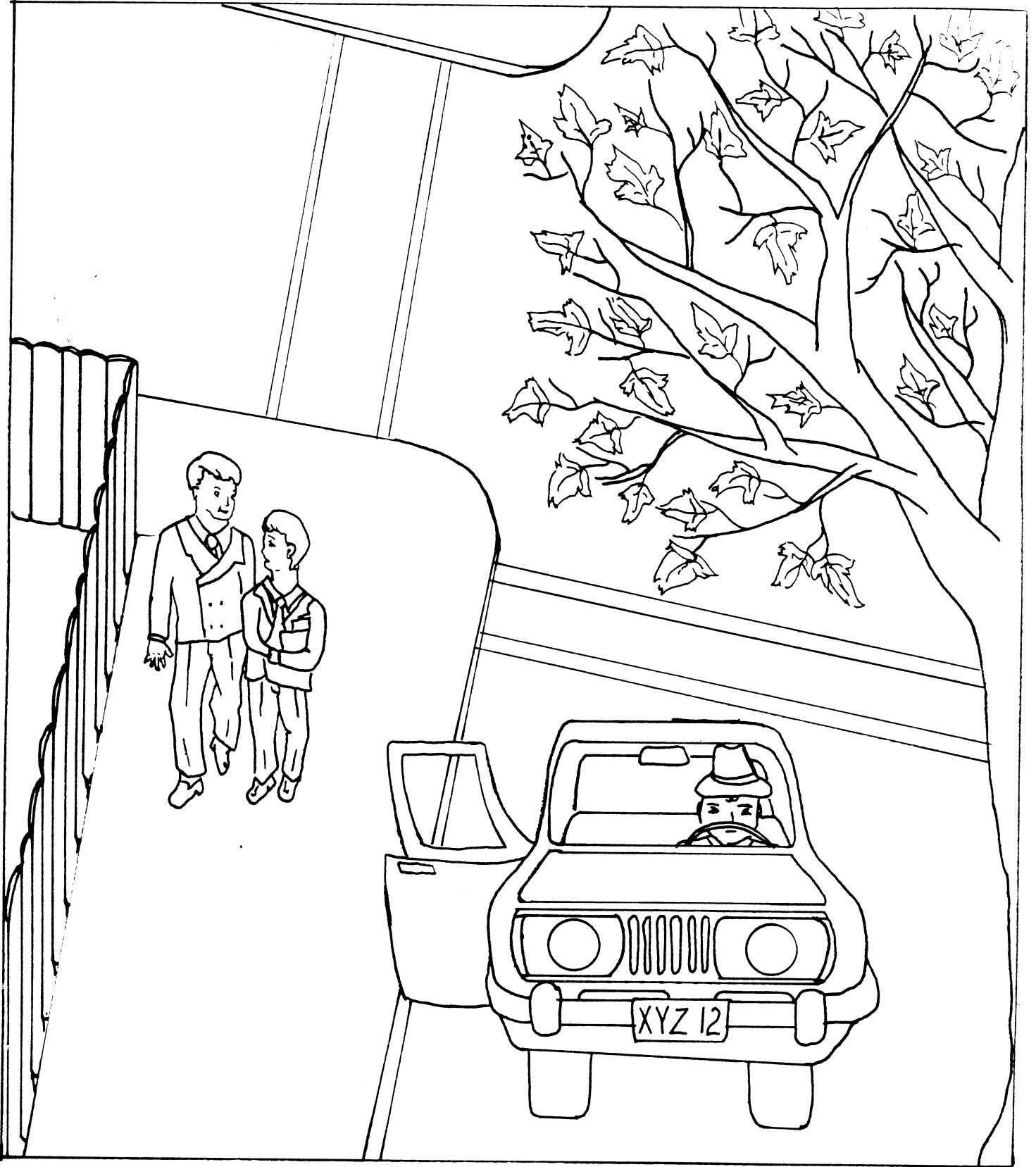
DOMINICK J. PUGLIESE
SHERIFF-HUDSON COUNTY



Two's company. Don't play alone.
Remember: tell your parents where you are.



Don't buy trouble. Put your money away
until you need it.



Don't ride in anyone's car without Mom and Dad's permission.



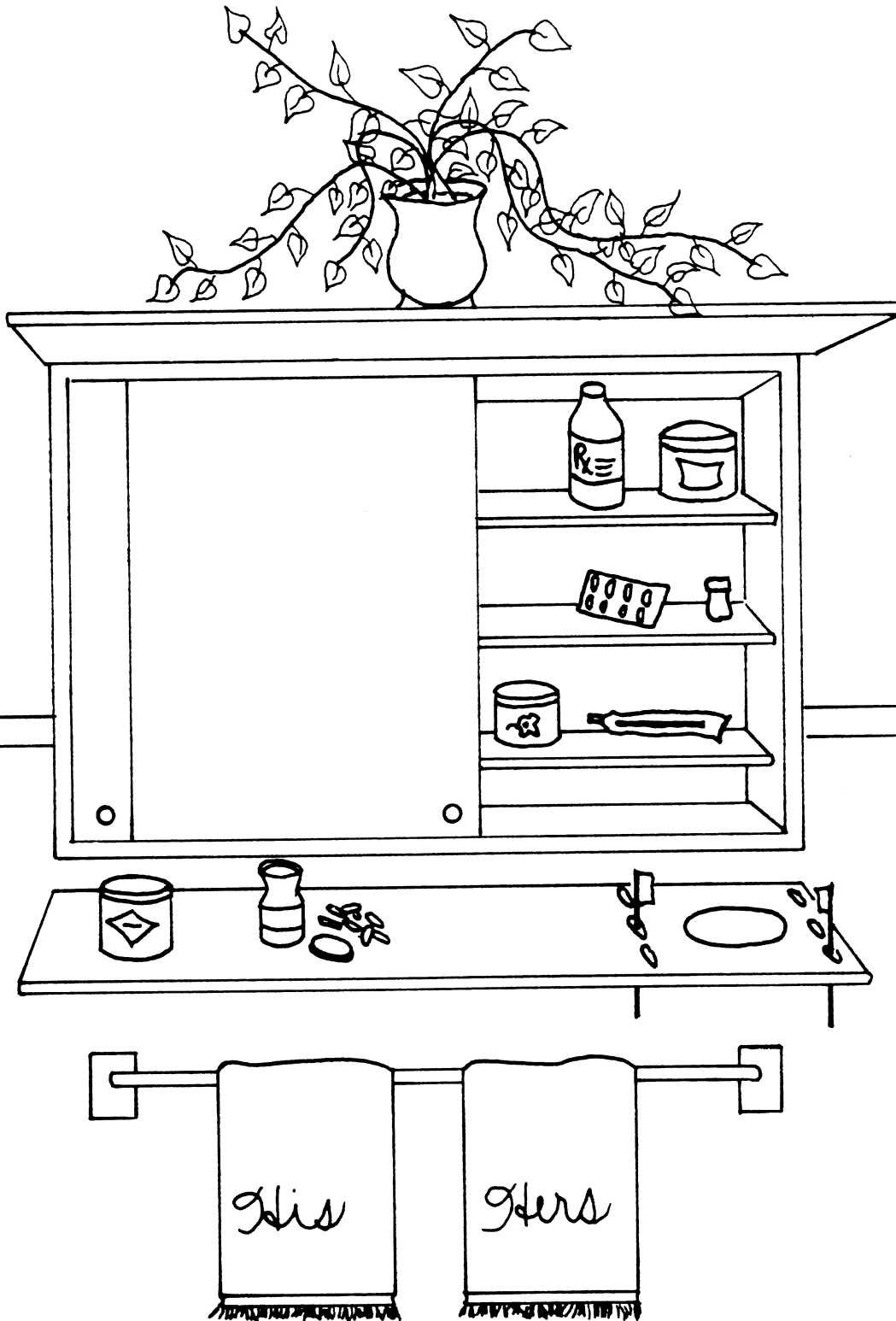
Tell an adult if someone "bothers" you or "touches" you. Don't keep "secrets" from them.



Don't open the door to strangers.
Keep doors and windows locked.

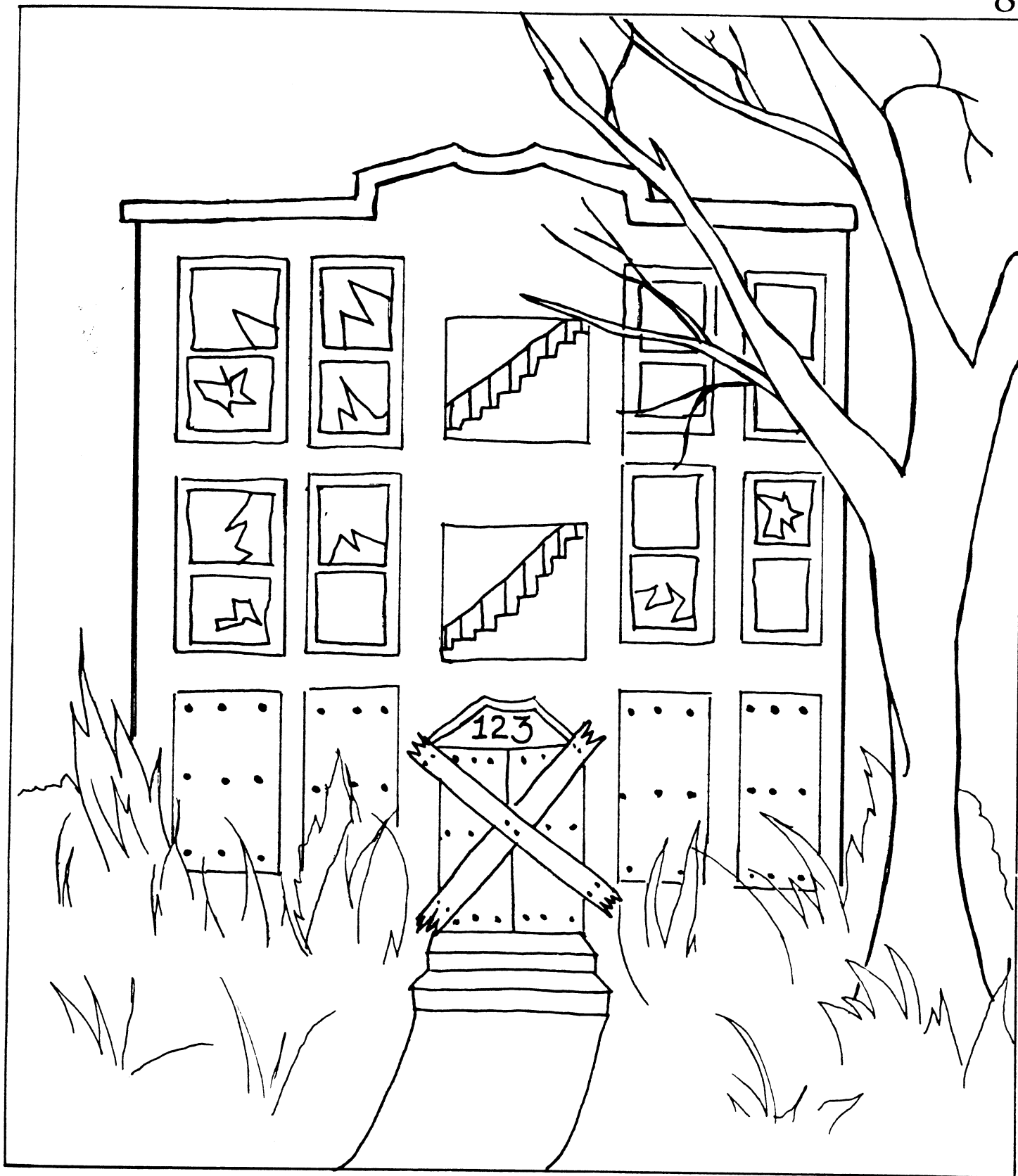


Beware of people watching you or offering you money or gifts.



Medicine isn't candy.

Take only what Mommy gives you.



Keep out of empty buildings and alleys.



Always remember that
an officer is your friend.

Above: Saturday Evening Post, "Norman Rockwell Review." Curtis Publishing Company, 1979

Acknowledgements:

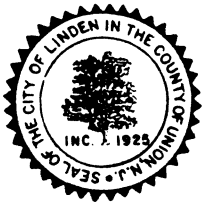
DOMINICK J. PUGLIESE, Sheriff

JOSEPH M. PELLICCIO, Undersheriff

CECIL WEST, Undersheriff

Detective ROSE MARIE NEVILLE

JO ANN M. GIANNOBILE, Artist



GEORGE HUDAK
MAYOR

City of Linden
Union County, New Jersey

Department of Police



DOMENIC D. LELLO
POLICE CHIEF
486 - 3200

February 21, 1985

New Jersey State Legislature
Office of Legislative Service
Hearing Unit (CN042)
State House Annex
Trenton, New Jersey 08625

TO: Committee on Missing and Exploited Children

Deputy Chief John Miliano testifying in place of Detective James Frank

To the best of my recollection, these are the statements that I delivered to the Committee on Missing and Exploited Children:

On behalf of George Hudak, the Mayor of the City of Linden, I would like to thank the Committee for this opportunity to speak before them.


I am not going to present to the Committee a vast amount of National and State statistics relating to Missing and Exploited Children. The problem exists and one need only to avail one's self of the information supplied at seminars presented by State and County Agencies dealing with Drug Abuse, Child Abuse and Child Pornography to realize the number of Missing and Exploited children reported can be expected to rise in the future, unless steps are taken to address the matter more ambitiously than in the past.

The State of New Jersey has an obligation to construct a Model Program dealing with Missing or Exploited Children. Part of this program, I believe, should be continuous media exposure directed to the citizens of our State, through both the public and private sector, keeping them aware of the problem. This type of approach has had positive results to problems in which it has been applied, such as reducing and removing drunk drivers from our public highways.

One can avail one's self of "free" publications presented by State, County and local agencies dealing with subjects from proper pet care to simple home repair. The private or commercial sector has available, at most super-markets, diners, "mom and pop stores", etc., "free" publications for the public advertising everything from new and used cars, with pictures, to

weekly television guides. These types of publications have mass distribution throughout the State. The addition of a page or two, with pictures of missing children, in these types of weekly or monthly publications could serve as a valuable tool in the identification and hopeful rescue of Missing or Exploited Children from endangering environments.

Thank you,



Deputy Chief John Miliano
Police Department
City of Linden, New Jersey

JEM/ah

Lt. Charles Harris

Union County Sheriff's Department

Though not knowing I was to be a speaker I appreciate the opportunity to address the commission on this subject.

I got into the Missing Persons field about 3 1/2 years ago when Sheriff Froehlich decided we would have such a Unit. We later added K-9's to our operation and this past May 1984 we incorporated everything under the title of the Special Services Bureau.

I listened to the speakers preceding me, especially to the three parents who had children abducted, and though I can hope to enlighten this committee those parents who spoke have heard it over and over again.

There is a problem regarding Missing Children, In New Jersey and throughout the United States. These Parents are correct when they say if a child is abducted by a separated Parent and they cross state lines return of that child is a problem. Unless there is proof of child abuse a parent living in another state is likely to approach a court in that state and receive custody of the child contrary to a custody order in another state.

I have had occasion during my short career in Missing Persons to deal with this type of case. A mother had custody (in New Jersey) and the father had visitation rights. He took the child out of state and after an investigation we located them in California. The California authorities would cooperate with us in serving "Legal Papers" upon the father but they would not take the child from him unless there was evidence of possible child abuse.

We have a problem. Missing children are not a problem but children being missing are a problem. In New Jersey we must do what we can to stem the problem and hope that someday we will be able to reach across state lines and curtail the problem.

Thank You

Statement of

Bob A. Ricks
Assistant Special Agent in Charge
Newark Division

Federal Bureau of Investigation
U.S. Department of Justice

on

The Missing Children Act

Commission on Missing Children in New Jersey
General Assembly of New Jersey

Assemblywoman Marlene Lynch Ford, Chairwoman
January 30, 1985
Elizabeth, New Jersey

Chairwoman Ford, members of the Commission, I am pleased to appear before you to discuss the Federal Bureau of Investigation's (FBI) responsibilities and obligations which have arisen from the enactment of the Missing Children Act.

The Missing Children Act was signed into law October 12, 1982. The Act gives parents, legal guardians, or next of kin access to the information in the FBI's National Crime Information Center (NCIC) Missing Person File.

The Missing Person File has been part of the FBI's NCIC system since October 1, 1975. The Missing Person File has four categories one of which is for missing juveniles. Entry into this category requires that the missing person must be unemancipated as defined by the laws of his or her state of residence. A record in this category will be retained in the file until a request to return it is received from the original contributing agency. Any law enforcement agency can make inquiries into the Missing Person File and are, in fact, encouraged to do so when they encounter someone who might be missing. For example, a juvenile seen on the street during school hours might warrant an inquiry. An inquiry may be made using only physical descriptors, that is to say approximate age, sex, race, height, weight, eye and hair color, if a child does not know his/her name or date of birth or both. It must be emphasized, however, that without sufficient descriptive information to narrow the focus of the inquiry, the response may be too voluminous to be of value.

One aspect of the Missing Children Act authorized the collection and dissemination of data on unidentified deceased persons. This resulted in the creation of the Unidentified Person File (UPF) in NCIC on June 30, 1983. UPF is unique in that it uses descriptive data, such as blood type, dental characteristics, broken bones, etc., and does not use numerical identifiers as do other NCIC files. The Missing Person File has been expanded to include these identifiers for comparison purposes.

NCIC, as a means to assist agencies in gathering dental, medical and optical information for entry in missing and unidentified person records, is in the process of preparing forms designed to supplement standard police missing persons reports. The officer taking the report will then be able to provide the parent, legal guardian or next of kin with a copy of this report, so that the needed medical information can be obtained and returned to the same police agency for entry of data in the existing missing person record.

The Missing Children Act requires the FBI, when properly requested by a parent, legal guardian or next of kin, to determine if data on a missing child has been entered into the Missing Person File. The individual making the request is notified of the results of the check and, if a record has not been entered, is instructed to contact local law enforcement authorities to determine whether the disappearance of the missing person meets the criteria for entry into the NCIC computer. If a case should arise where data has not been entered and local police decline to enter the missing person record, the FBI is authorized to enter the record. However, before this is done, the appropriate FBI field office will confirm the action of the local agency. If this is substantiated, the FBI field office will enter the missing person record, notifying the requester of this action and stressing the importance and necessity for being promptly advised of the individual's return. In such cases, the FBI field office becomes the originating agency of the record and receives any "hit" confirmations. The FBI field office will then attempt to notify the parent, legal guardian, or next of kin and/or the investigating agency of the missing person's location and advise them to contact the inquiring agency immediately. It is stressed that the FBI does not have the authorization to detain the individual and is not responsible for returning the individual to the parent, legal guardian, or next of kin.

Additionally, recently the FBI has been given authority to allow access to the Missing Person File when an inquiry is initiated by the National Center for Missing and Exploited Children, located in Washington, D.C. This center can be reached through its "hot line", telephone number (800) 843-5678.

Police departments and civic organizations nationwide have started fingerprinting children as part of a voluntary program to identify children who may, at some later date, become missing or lost. The FBI recommends that the child's parent or legal guardian retain the card until such time as the child is reported missing.

In this regard, on March 18, 1983, the FBI initiated a new service as a result of the Missing Children Act. The FBI's Identification Division will now accept from criminal justice agencies fingerprint cards relating to missing children and other missing persons meeting the criteria for entry into the NCIC Missing Person File.

When a fingerprint card is received at the FBI, it is searched against those cards already on file. If the fingerprints submitted match an already existing record, the agency submitting the card will be furnished with a copy of that record and all other pertinent information. If a later fingerprint card submission is matched to the missing person's fingerprint card, the contributor of the current submission and the contributor of the missing person's card will be promptly notified.

Misconceptions as to the FBI's responsibility in missing children cases have arisen since the passage of the Act. The Act did not confer upon the FBI any new investigative jurisdiction. The Act does not empower the FBI to investigate every missing child case in America. The FBI can initiate a preliminary inquiry in such cases only when there is an indication that a crime has been committed which falls within its jurisdiction,

such as kidnapping. The Federal Kidnapping Statute specifically excludes the kidnapping of a minor by a parent thereof. Cases of this nature are more appropriately handled by state and local authorities.

The FBI can enter parental kidnapping cases through the Fugitive Felon Act. The following conditions must be present for the FBI to enter such a case:

- 1) A State arrest warrant must be issued charging the parent with a felony violation;
- 2) There must be evidence of interstate flight;
- 3) A specific request for FBI assistance must be made by state authorities who must agree to extradite and prosecute on the charge for which the parent is being sought; and
- 4) The appropriate United States Attorney must authorize issuance of an unlawful flight warrant.

If circumstances indicate an abduction, other than a parental kidnapping, the FBI field office receiving the report notifies FBI Headquarters immediately, providing specific details or circumstances. The field office is required to conduct a preliminary inquiry in order to determine the need for a full investigation. No ransom demand or evidence of interstate travel is required for the FBI to conduct a preliminary inquiry. There must be reasonable indication that an abduction has occurred before the FBI will initiate a full-scale kidnapping investigation, or under the Federal Kidnapping Statute, if an abducted victim is not released within 24 hours, a presumption is created that the victim has been transported in interstate or foreign commerce. It is noted that one category of information contained in the FBI's Missing Person File is related to persons missing on an involuntary basis. These records are regularly reviewed to determine if a basis exists for Federal involvement.

On January 10, 1985, Attorney General William French Smith named nine members to the new Advisory Board on Missing Children, which will advise the Department of Justice on coordination of Federal efforts concerning missing children. The Comprehensive Control Act of 1984, which became law on October 12, 1984, contained a requirement that such a body be established. Among the representatives on the Board is Inspector John B. Hotis of the FBI who, as a 22-year veteran of the Bureau, will bring to the Board expertise on the ways in which resources of the Federal law enforcement agencies may be properly used to deal with the problem.

SUMMARY

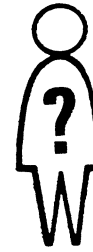
Missing children cases, as all missing persons cases, almost always fall within the jurisdiction of local and State authorities. Yet there are ways in which the FBI can be of assistance during such investigations.

Besides offering access to information in the FBI's NCIC Missing Persons File and adding fingerprints of missing or abducted children to the repository of fingerprint cards maintained by the Identification Division, the FBI maintains liaison with local authorities to insure the FBI is notified should information develop that a kidnapping has occurred. Also, Special Agents are instructed to offer any type of assistance necessary, in compliance with Federal statutes. Moreover, the services of the FBI's Laboratory Division are available to give assistance to local law enforcement in conducting their investigations of missing children.

The goal of the FBI is the same as that of the parents of missing or abducted children - to seek the safe return of the child and to insure that any criminal involved is brought to justice.



NEW JERSEY STATE POLICE MISSING PERSON UNIT



Newsletter

VOLUME I, NO. 1

JANUARY 1985

NEW JERSEY TAKES LEAD IN GIVING PRIORITY TO THE SEARCH FOR MISSING CHILDREN



SEMINAR — Attorney General Irwin I. Kimmelman addresses law enforcement personnel at the opening of the first session of the Missing Persons Investigation Seminar held at Sea Girt Academy. Other speakers are (L to R) Colonel Clinton L. Pagano, Superintendent; U.S. Congressman James A. Courter; Mr. John Walsh, executive director of National Center for Missing and Exploited Children, Washington, D.C.; Ms. Carol Blunda, representing U.S. Senator William Bradley; and Mr. Richard Ruffino, Executive Secretary, Commission on Missing Persons.

NEW JERSEY STATE POLICE MISSING PERSON UNIT

A Missing Person Unit was recently formulated within the Division as a result of a Missing Persons Act passed by the New Jersey Legislature in January, 1984.

The Missing Person Unit is charged with the responsibility of coordinating and investigating cases involving missing persons and unidentified bodies. Cooperating with federal, state and local law enforcement agencies, the Unit collects and maintains a centralized data base on missing persons and unidentified bodies. Upon request, the Unit provides investigative assistance to law enforcement authorities. The Unit also provides staff support for the work of the Commission on Missing Persons.

Six sworn personnel are currently assigned to the Missing Person Unit, which is part of the Criminal Investigations Bureau, Investigations Section. The Unit is based at New Jersey State Police Division Headquarters in West Trenton, New Jersey.

During August, 1984, the Missing Person Unit acquired a Computerized Data Management System and since then, a series of five software packages have been developed which include a main data base listing reported missing persons in New Jersey. This information is available to all law enforcement agencies to assist in their missing persons investigations.

NEW JERSEY COMMISSION ON MISSING PERSONS

To assist and advise the Attorney General in the administration of the Missing Persons Act of New Jersey, a 16 member Commission on Missing Persons was established.

Honorable Irwin I. Kimmelman
Attorney General of New Jersey
Ex Officio Member

Colonel Clinton L. Pagano
Superintendent, Division of State Police
Ex Officio Member

Dr. Robert Goode
State Medical Examiner
Ex Officio Member

James Cagnassola, Jr.
Special Agent-in-Charge
Federal Bureau of Investigation
Ex Officio Member

Officer Robert Sinopoli
Youth Services Unit
Port Authority of New York and
New Jersey Police Department
Law Enforcement Member

Sergeant Charles Harris
Special Services Unit
Union County Sheriff's Office
Law Enforcement Member

Margot B. Cody
Short Hills, New Jersey
Public Member

Patricia J. Hanlon
Toms River, New Jersey
Public Member

Honorable George J. Albanese
Commissioner
Department of Human Services
Social Service Agency Member

Stephen G. Raymond
Prosecutor of Burlington County
Law Enforcement Member

Edwin Englehardt
Sheriff of Passaic County
Law Enforcement Member

Chief James Gormley
Montville Police Department
Law Enforcement Member

Ciro Scalera
Executive Director
Association for Children
of New Jersey
Social Service Agency Member

Frank F. Stetson
Chatham, New Jersey
Public Member

Detective Kevin Fitzpatrick
Missing Person Unit
Ocean County Sheriff's Office
Law Enforcement Member

Thomas J. D'Alessio
Sheriff of Essex County
Law Enforcement Member

The Commission is responsible for the review of the activities of the New Jersey State Police Missing Person Unit in preparation of a comprehensive State-action plan relating to the problem of missing persons and unidentified bodies.

On December 14, 1984, the Commission held its first organizational meeting at the Hughes Justice Complex, Trenton, N.J. Prosecutor Stephen Raymond of Burlington County was appointed Chairman of the Commission and Vice Chairman appointees were Edwin Englehardt, Sheriff, Passaic County and Detective Kevin Fitzpatrick, Ocean County Sheriff's Department. Deputy Attorney Gregory Schultz of the Office of the Attorney General was named legal counsel to the Commission.

ATTORNEY GENERAL'S DIRECTIVE IMMEDIATE REPORTING

On June 12, 1984, Attorney General Irwin I. Kimmelman issued a directive to all New Jersey law enforcement personnel in New Jersey with the instructions "that as soon as a juvenile is reported missing, a complete record must be taken immediately and prompt action initiated to locate the missing juvenile. If the juvenile is not found, the information must be fed to the National Crime Information Center (NCIC) for storage in the national crime computer as soon as practical pursuant to federal regulations".

THE NATIONAL CENTER FOR MISSING & EXPLOITED CHILDREN

Recently opened in June, 1984 was the:

National Center for
Missing and Exploited Children
1835 K Street NW., Suite 700
Washington, D.C. 10006
Telephone (202) 634 - 9821.

The National Center was established to address the missing and exploited children issue and is designed to assist families, citizen groups, law enforcement agencies, and governmental institutions in a new national effort to ensure the safety and protection of our nation's children.

The Center's technical staff consists of former law enforcement professionals who will provide assistance in locating and returning missing children and also provide coordination and support for action groups, private sector organizations and agencies which are actively involved in missing children issues.

In addition, the National Center will provide information on prevention and education programs for parents and instruction packets which will aid communities in protecting children.

The National Center will also provide coordination among parents, missing children groups, and all media to distribute photos and descriptive data on missing children.

A toll free hotline number, 1 - 800 - 843 - 5678 has also been established by the National Center.

MISSING PERSONS SEMINAR

The New Jersey State Police Training Bureau at Sea Girt initiated the first of a series of Missing Persons Seminars during June, 1984. The program is

designed to provide instructions to law enforcement personnel from departments throughout New Jersey.

The training course includes blocks of instruction on missing persons reporting, unidentified body investigations, investigation of runaways, child prostitution and pornography, interviewing techniques and legal perspectives of missing persons investigations.

Eight (8) additional Missing Persons Seminars will be held at the Sea Girt Training Center during 1985.

For those who are interested in attending one of the upcoming training sessions, contact:

Director of Training
New Jersey State Police Training Center
Sea Girt, New Jersey

INVESTIGATIVE COOPERATION

Christine Joyce Fraser, age 25, of Netcong, New Jersey was reported missing on July 15, 1984 by her employer from her part time job at a local restaurant in Netcong and also by a close friend from her full time place of employment at a manufacturing firm in Wharton, N.J.

As she could not be located for over a period of two weeks her disappearance appeared unusual and suspicious. Pursuing this thought, the New Jersey State Police Missing Person Unit and Investigator Brian Doig of the Morris County Prosecutors Office entered into a joint investigation into the girl's disappearance.

Through interviews and further inquiries into the victim's personal activities, the two Investigators established a profile which led them to a primary suspect, Robert Mahaun, a supervisor and personal friend of the victim. Mahaun was questioned on numerous occasions regarding his association with the victim. During this time the suspect committed suicide. This occurred shortly after he admitted to the murder of Christine Fraser to a confidential source. He also indicated he disposed of the body in a landfill in Sussex County, New Jersey. A further search located the victim under 15 feet of landfill.

In addition to the investigative team, invaluable assistance was rendered by members of the Morris County Prosecutors Office, Rockaway Police Department and Sussex County Prosecutors Office.

Congratulations on a job well done!

MISSING PERSON



DESCRIPTION
ROMANA BERNUNDEZ
30 Wharton Park Blvd.
Hammonton, New Jersey
(Mullica Township)

SEX & RACE Female, Hispanic
AGE 82 years
HEIGHT 4' 8"
WEIGHT 82 lbs.
HAIR Black
EYES Black
CLOTHING Striped gray sweater, house
dress, black shoes and black handbag.

Remarks: This woman was last seen in Mullica Township on August 19, 1984, is believed to have walked away from her residence and is currently reported as a missing person.

Ms. Bernundez speaks very little English and may appear disoriented.

ANY INFORMATION NOTIFY

DSG Samuel Hickeron
or Sgt. Larry Surkin
Mullica Township Police Department
(609) 561 - 7600 (Station)
(609) 965 - 1200 (Dispatch)

MISSING PERSON



DESCRIPTION
MRS. APOLONIA BUCHELLON
AKA: "Nena"

SEX & RACE Female, Hispanic
D.O.B. 2-9-08
AGE 76
looks younger, approx. 65-68
HEIGHT 5' 2"
WEIGHT 165 lbs.
HAIR Black
EYES Brown
CLOTHING White pants, brown blouse
with white print, black shoes and sunglasses

Remarks: Subject is an elderly Spanish speaking female, who wandered off the grounds of the Eastwood Manor Residential Care Facility, 191 Glenwood Avenue in East Orange on May 24, 1984. Her thoughts were always about Cuba and her two sons, Angel and Manolo. She speaks only Spanish. She is fully ambulatory, appeared to be in good physical condition but may be confused.

ANY INFORMATION NOTIFY

Det. Angelo Centanni
Essex County Sheriff's Dept.
Missing Persons Unit
(201) 621 - 4178

Essex County Sheriff's Dept.
"Hot Line"
(201) 621 - 4154
(24 hours a day)

Det. P. McCusker
East Orange Police Dept.
(201) 266 - 5030

MISSING PERSON



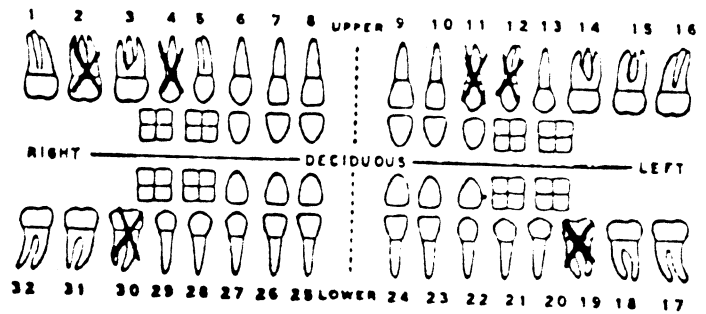
DESCRIPTION

ANGELA DENISE CEPHAS

Dragston Road, Port Norris, New Jersey

SEX & RACE Female, Black
 AGE 20 years
 HEIGHT 4' 3"
 WEIGHT 135 lbs.
 HAIR Black
 EYES Brown

Subject was seven months pregnant
 Last seen: wearing grey maternity pants,
 white T-shirt, brown sweater and blue shoes



Teeth: #s 2, 4, 11, 12 and 30 were extracted within the past several years. #19 was extracted when subject was approximately 7 years of age. #8 has a mesial caries and #9 a distal caries. Panoramic x-ray available.

Remarks: Subject departed from her residence in the A.M. of May 4, 1984, riding a 20" girl's bicycle, Huffy, pink/white, with white banana seat, flowers on frame. Cephas has not been seen or heard from since, nor has the bicycle been recovered.

ANY INFORMATION NOTIFY

State Police
 Port Norris
 Case #A100 84-418
 (609) 785 - 0035

State Police
 Troop 'A' C.I.S.
 Hammonton Headquarters
 (609) 561 - 1800

MISSING PERSON RUNAWAY/JUVENILE



DESCRIPTION
MICHAEL GEORGE GANSERT

314 Barr Avenue
Linwood (Atlantic County), NJ

SEX & RACE Male, White
D.O.B. 11-14-68
HEIGHT 6' 1"
WEIGHT 170 lbs.
HAIR Brown
EYES Blue
SCARS & MARKS Scars on buttocks and chest
MISSING SINCE 9-1-84

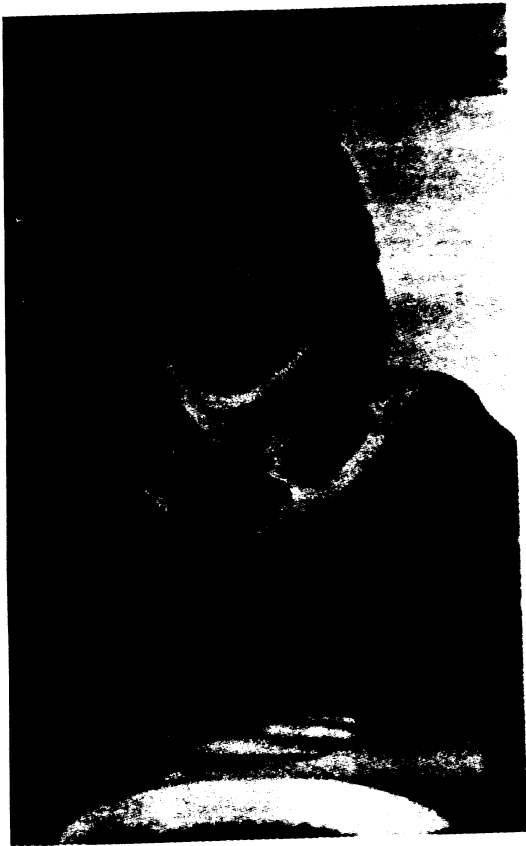
NCIC: Entered

ANY INFORMATION NOTIFY

Linwood Police Department
Telephone: (609) 927 - 2939

Missing Person Bulletin 85-4

MISSING PERSONS



DESCRIPTION Sonia Hoekman

45 B Carlton Apartment, Cedarville Road, Millville, New Jersey

SEX & RACE Female, White
D.O.B. 7-1-69
AGE 14 years
HEIGHT 5' 3"
WEIGHT 100 lbs.
HAIR Lt. Brown to Dk. Blonde,
may be different than in photos
EYES Hazel, may be wearing glasses,
with brown frames and tinted lenses

Mother:
45 B Carlton Apts
Cedarville Road
Millville, New Jersey
Home Phone:
Work Phone:

(609) 825 - 3111
(609) 825 - 1400
Ext. Tubing Products

Warrant Exists for Violation of Probation

If seen: Contact nearest Police Agency - JUVENILE IS TO BE DETAINED

ANY INFORMATION NOTIFY

Millville Police Bureau
S. High Street
Millville, N.J.
(609) 825 - 3111
(609) 825 - 1400 (Det. Bureau)

teletype #327 - File 6 - Millville Police Bureau Case #002273-84

Missing Person Bulletin 85-6

MISSING PERSON

Since February 28, 1984 (Possible Homicide)



DESCRIPTION
DONNA D. MACHO
East Windsor Township, N.J.

SEX & RACE Female, White
AGE 19
HEIGHT 5' 7"
WEIGHT 120 lbs.
HAIR Lt. Brown
EYES Brown

ANY INFORMATION NOTIFY

Det. Peter Rossi
DSG Edward Skemmans
East Windsor Township Police
Telephone: (609) 448 - 5678

MISSING PERSON



DESCRIPTION
ALICE MUSSER
CASE NUMBER: 83-036

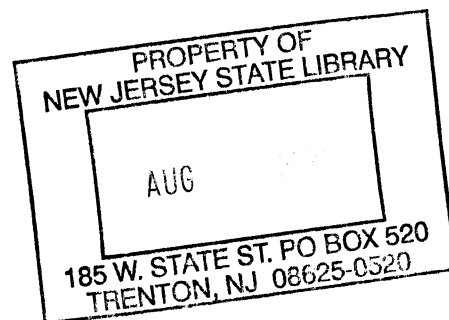
SEX & RACE Female, White
D.O.B. 9-13-40
HEIGHT 5' 2"
WEIGHT 123 lbs.
HAIR Blonde
EYES Hazel
SCARS & MARKS Appendix Scar
CLOTHING Unknown

LAST SEEN 11-09-83, at home

NCIC: Incident 34110129

ANY INFORMATION NOTIFY

Bergen County Sheriff's Department
Missing Persons Bureau
Hackensack, NJ 07601
Telephone: (201) 646 - 2192



MISSING PERSONS PARENTAL ABDUCTION



Trista Seufert
White, Female, Age 6 yrs.
Photo taken: 7-84



Micah Seufert
White, Male, Age 4 yrs.
Photo taken: 7-84

Legal Parent: Valerie Seufert, Mount Holly, N.J.
Children abducted by ex-husband Kenneth C. Seufert

DESCRIPTION

AKA: Kenneth Long, Kenneth Money

SEX & RACE	Male, White	EYES	Brown
D.O.B.	6-28-55	S.S.No.	150-48-8899
P.O.B.	New Jersey	F.B.I.	590475X4
HEIGHT	5' 9"	S.B.I.	914342A
WEIGHT	140 lbs.	F.P.C.	12AA08CO1315AA12CI18
HAIR	Brown		

Entered in NCIC as Wanted Person - 8-24-84 / Indicted in Gloucester Co. N.J. Grand Jury 10-25-84

WILL EXTRADITE

ANY INFORMATION NOTIFY

Det. Wayne Price
New Jersey State Police
Missing Person Unit
(609) 882 - 2000, Ext. 2894

Missing Person Bulletin 85-9

MISSING PERSON



DESCRIPTION RACHEL JEANNE TRAINER

SEX & RACE Female, White
AGE 15 years
HEIGHT 5' 8"
WEIGHT 142 lbs.
HAIR Sandy Blonde
EYES Blue
S.S.No. 147-56-2665

Remarks: Missing since June 15, 1984, 12:10 a.m. from 8 Eddington Lane, Willingboro, N.J. (believed to be a runaway and in the company of Robert W. SHEMELEY, W-M-17 of Hainesport, N.J. subjects boyfriend). Both subjects entered in NCIC.

ANY INFORMATION NOTIFY

Det. Paul Hernandez
Willingboro, N.J. Police Dept.
Telephone: (609) 877 - 6000

UNIDENTIFIED BODY (SKELETAL REMAINS)

DESCRIPTION

SEX & RACE Male, White
AGE 25 to 35 years (approx.)
HEIGHT 5' 6" to 5' 9" (approx.)
HAIR Light Brown to Brown
No Fingerprints or Dental Charts Available

Remarks: On December 23, 1984, the skeletal remains of a white male were found along S.H. 55 near Landis Ave., Vineland City, Cumberland County, N.J. Skull and mandible are missing, however the skeletal body remains intact. The remains had blue knit socks on the feet and an 18 inch gold link chain was found in the chest cavity. No other clothing was located near or on the body. The N.J. State Medical Examiners Office has listed an approximate time of death as 6 to 9 months prior to discovery, however the time span could be longer. No other distinguishing physical characteristics have been detected.

It is requested that all law enforcement agencies review any outstanding Missing Persons reports in an attempt to identify these remains. Further confidential information can be obtained by contacting police authorities listed below.

ANY INFORMATION NOTIFY

Dets. Harvey Shaw
or Kenneth Tomasso
Vineland Police Department
(609) 691 - 4111, Ext. 306

N.J. State Medical Examiners Office
Institute of Forensic Science
325 Norfolk Street
Newark New Jersey 07103
(201) 648 - 7259

STATEMENT

OF

HOWARD L. RUNYON, SR.
IMMEDIATE PAST PRESIDENT
NEW JERSEY STATE ASSOCIATION OF CHIEFS OF POLICE
PENNYTOWN VILLAGE, OFFICE 27, STAGE DEPOT, RT. 31
PENNINGTON, NEW JERSEY 08534

AT THE

PUBLIC HEARINGS

REGARDING THE PROBLEM OF MISSING CHILDREN

JANUARY 30, 1985

THANK YOU. I APPRECIATE THIS OPPORTUNITY TO
APPEAR TO EXPRESS THE VIEWS OF THE NEW JERSEY STATE ASSOCIATION
OF CHIEFS OF POLICE REGARDING THE PROBLEM OF MISSING CHILDREN.

THE NEW JERSEY STATE ASSOCIATION OF CHIEFS OF POLICE
IS A VOLUNTARY PROFESSIONAL ASSOCIATION, ESTABLISHED IN THE
YEAR 1912. IT IS COMPRISED OF CHIEFS OF POLICE AND OTHER
LAW ENFORCEMENT PERSONNEL THROUGHOUT THE STATE OF NEW JERSEY.
THROUGHOUT ITS EXISTENCE, THE NEW JERSEY STATE ASSOCIATION OF
CHIEFS OF POLICE HAS STRIVED TO ACHIEVE PROPER, CONSCIENTIOUS
AND RESOLUTE LAW ENFORCEMENT. THIS IT HAS DONE IN THE INTEREST
OF COMMUNITY BETTERMENT, CONSERVATION OF THE PUBLIC PEACE
AND MAINTENANCE OF GOOD ORDER. THE NEW JERSEY POLICE CHIEFS
ASSOCIATION HAS ALWAYS SOUGHT TO ACHIEVE THESE OBJECTIVES IN
FULL ACCORD WITH THE CONSTITUTION, AND THE NEW JERSEY POLICE
CHIEFS ASSOCIATION HAS BEEN CONSTANTLY DEVOTED IN ALL ITS
ACTIVITIES TO THE STEADY ADVANCEMENT OF THE STATE'S BEST
WELFARE AND WELL-BEING.

THE NEW JERSEY ASSOCIATION OF CHIEFS OF POLICE
WOULD LIKE TO GO ON RECORD AS SUPPORTING THE CONCEPT OF
LEGISLATION ADDRESSING THE ISSUE OF MISSING CHILDREN.

AS YOU KNOW, THE PROBLEM OF ABDUCTED AND MISSING
CHILDREN IS ONE OF THE GREATEST TRAGEDIES FACING THE CITIZENS
OF THE STATE OF NEW JERSEY AND ALSO, THE ENTIRE NATION.

IN REGARD TO THIS PROBLEM, A HOUSE BILL WAS PASSED
IN SEPTEMBER OF 1982, HOUSE REPORT #97-820 ENTITLED "MISSING
CHILDREN ACT". THIS FEDERAL LEGISLATION PAVES THE WAY OF
INCLUSION OF MISSING PERSONS INTO THE N.C.I.C. LAW ENFORCEMENT
SYSTEM. STEPS BY THE UNITED STATES CONGRESS ARE OF GREAT
IMPORTANCE IN THIS IMPORTANT PROBLEM FOR COORDINATION OF ALL
GOVERNMENTAL AGENCIES THROUGHOUT THE COUNTRY ARE NECESSARY
IF WE ARE TO BE SUCCESSFUL. ONE NEEDS ONLY TO GLANCE AT
A FEW NEWSPAPER HEADLINES OF RECENT PAST TO FEEL A DEEP SENSE
OF THE URGENCY OF THIS NATIONWIDE PROBLEM TO EXPERIENCE
SYMPATHY FOR THE CHILDREN AND THEIR RESPECTIVE PARENTS.

COUNTLESS NUMBERS OF LAW ENFORCEMENT PERSONNEL HOURS ARE EXPENDED FOR THE SEARCH OF MISSING CHILDREN AND THE IDENTIFICATION OF DECEASED PERSONS. A NATIONWIDE COMPUTER SYSTEM WOULD NOT ONLY REDUCE THE NUMBER OF HOURS SPENT, BUT WOULD GREATLY INCREASE THE CHANCES OF LOCATING CHILDREN BEFORE IT WOULD BECOME NECESSARY TO IDENTIFY THEM AS DECEASED. WITH THE CURRENT NETWORK IN OPERATION AND MAINTAINED BY THE FEDERAL BUREAU OF INVESTIGATION, VERY LITTLE ADDITIONAL WORK WOULD BE REQUIRED TO ESTABLISH SUCH A NATIONWIDE SYSTEM. FURTHER, AS STATED ABOVE, NOT ONLY WOULD THE EFFECTIVENESS OF THE SYSTEM BE FELT, BUT MANY MORE LAW ENFORCEMENT AGENCIES WOULD PARTICIPATE BY NOTIFYING THE F.B.I. AS TO THE NAMES OF THE MISSING AND DECEASED CHILDREN. CURRENTLY, THE SYSTEM MAY VERY WELL BE UNDER-UTILIZED AS THE SOLUTION RATE IS LESS THAN ADEQUATE.

IT MUST BE REMEMBERED HOWEVER, THAT THE VALUE OF THE COMPUTERIZED SYSTEM IS DEPENDENT ON THE INFORMATION PLACED IN THE SYSTEM. THEREFORE, IT IS ABSOLUTELY IMPERATIVE THAT

THE INFORMATION PROVIDED AT THE NATIONAL CRIME INFORMATION CENTER IS TRUE AND ACCURATE INFORMATION. CONTROL OVER THE INPUT OF THE INFORMATION MUST BE MAINTAINED. THE LAW ENFORCEMENT COMMUNITY MUST BE ABLE TO RELY ON THE INFORMATION CONTAINED IN THE SYSTEM WITHOUT CONCERN THAT INACCURATE OR OLD INFORMATION IS PRESENT.

OUR STATE EFFORTS MUST BE SHARED WITH OTHER STATES THROUGHOUT THE UNITED STATES. PROGRAMS AND INFORMATION MUST BE DISSEMINATED THROUGHOUT THE COUNTRY TO EXPAND THE EFFORTS OF ALL AGENCIES, FOR THE PROBLEM OF MISSING CHILDREN IS NOT A LOCAL STATE PROBLEM. AGAIN, ONE READING OF MISSING CHILDREN CAN READILY SEE THAT THE VAST MAJORITY THAT ARE RUNAWAYS OR MISSING ARE FOUND IN OTHER STATES.

TO ADDRESS THIS PROBLEM, THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE AND THE TRAILWAY BUS CORPORATION JOINED IN A MUTUAL EFFORT IN DEVELOPING AN INNOVATIVE PROGRAM OF "OPERATION: HOMEFREE". MANY TIMES A RUNAWAY CHILD IS TOO EMBARRASSED TO SEEK ASSISTANCE FROM THEIR PARENTS TO RETURN

HOME, OR DO NOT HAVE THE MEANS OR MONEY TO DO SO. THIS PROGRAM HAS PROVIDED THAT VEHICLE, AN OPPORTUNITY FOR THE RUNAWAY TO RETURN HOME. SINCE ITS INCEPTION IN JUNE OF 1984, SEVERAL THOUSAND RUNAWAYS HAVE BEEN RETURNED.

THERE ARE VARIOUS STATEWIDE PROGRAMS TO COMBAT THE PROBLEM OF MISSING CHILDREN. ORGANIZATIONS SUCH AS THE NEW JERSEY POLICE CHIEFS ASSOCIATION, THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE, THE NATIONAL SHERIFFS ASSOCIATION ARE ONLY A FEW OF THOSE THAT SHOULD BE CONTACTED TO SHARE IN THE PRO-ACTIVE PROGRAMS.

I HAVE ATTACHED TO MY PRESENTATION AND HAVE ALSO PROVIDED EXTRA COPIES OF NATIONAL AND STATE PROGRAMS AS EXAMPLES OF HOW THIS COOPERATIVE EFFORT IN SHARING STATE TO STATE COULD BE EFFECTIVE.

I CAN ASSURE YOU THAT FEDERAL, STATE AND LOCAL LAW ENFORCEMENT AGENCIES WOULD BE MORE THAN HAPPY TO COOPERATE. ALL ARE CONCERNED WITH THIS VERY SENSITIVE ISSUE.

THANK YOU.

MISSING CHILDREN ACT

P.L. 97-292, see page 96 Stat. 1259

House Report (Judiciary Committee) No. 97-820, Sept. 16, 1982
[To accompany H.R. 6976]

Senate Report (Judiciary Committee) No. 97-583, Sept. 24, 1982
[To accompany S. 1701]

House Conference Report No. 97-911, Sept. 30, 1982
[To accompany H.R. 6976]

Cong. Record Vol. 128 (1982)

DATES OF CONSIDERATION AND PASSAGE

House September 20, 30, 1982

Senate September 28, October 1, 1982

The House bill was passed in lieu of the Senate bill.

The House Report (this page) and the House
Conference Report (page 2564) are set out.

HOUSE REPORT NO. 97-820

[page 1]

The Committee on the Judiciary, to whom was referred the bill (H.R. 6976) to amend title 29, United States Code, to require the Attorney General to acquire and exchange information to assist Federal, State, and local officials in the identification of certain deceased individuals and in the location of missing persons (including unemancipated persons), having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

HISTORY

H.R. 6976 was referred to the House Committee on the Judiciary on August 11, 1982. The Subcommittee on Civil and Constitutional Rights, chaired by Representative Don Edwards, previously had held two days of hearings, November 18, 1981 and November 30, 1981, on a predecessor bill, H.R. 3781, introduced on June 3, 1981 by Representative Paul Simon. At those hearings the following witnesses testified: Denny Abbott, of Child Advocacy, Inc.; Kier T. Boyd, Inspector, Deputy Assistant Director, Technical Services Division, Federal Bureau of Investigation; Richard Dennis, Assistant Section Chief, Criminal Investigation Division, Federal Bureau of Investigation; U.S. Senator Paula Hawkins; John McClure, of Child Advocacy, Inc.; David F. Nemecek, Section Chief, National Crime Information Center, Federal Bureau of Investigation; Congressman Paul Simon; Congressman Clay Shaw, Jr.; John and Reve Walsh, of the Adam Walsh Outreach Center for Missing Children; and Ronald K. Wright, District Medical Examiner of the State of Florida.

Aside from the witnesses listed above, the Subcommittee attempted to solicit the opinions of a wide range of interested individuals and

organizations including: Kristen Cole Brown, Information Director of Child Find; Betty DiNova, of the Dee Scofield Awareness Program; Herbert E. Hoffman, Director, American Bar Association; Congressman John LaFalce; Congressman Joseph G. Minish and William H. Webster, Director of the Federal Bureau of Investigation. Also the Committee commissioned a study entitled "Missing and Unidentified Deceased Persons Files: Development of a National Repository," by the Congressional Research Service of the Library of Congress.

Among the organizations that have endorsed this legislation are: the American Bar Association, the Child Welfare League of America, the International Association of Chiefs of Police, the International Union of Police Association AFL-CIO; the National Association of Counties; the National Association of Criminal Justice Planners; the National Association of Social Workers; the National Council of Juvenile and Family Court Judges; the National District Attorneys Association; the National Youth Work Alliance; the Center for Community Changes; the Police Executive Research Forum, B'nai B'rith; the New York State Legislature and the Florida State Cabinet.

Based on testimony received in those two hearings and subsequent consultations with law enforcement groups, including the FBI, a new bill, H.R. 6976, was introduced on August 11, 1982, by Representative Paul Simon (the author of the original bill, H.R. 3781) and Representative Clay Shaw. Following the introduction of H.R. 6976, the Subcommittee on Civil and Constitutional Rights met to consider the bill on August 18, 1982 and favorably reported it to the full Judiciary Committee by unanimous voice vote. Thereafter, the full Judiciary Committee on August 19, 1982 also reported the bill favorably by a unanimous voice vote.

SUMMARY OF LEGISLATION**OVERVIEW**

H.R. 6976, as reported, is intended to establish a central repository of information which will assist state and local officials in identifying all missing persons, including children.

One of the most difficult obstacles faced by the families of missing children is the lack of coordinated law enforcement procedures. While some local police departments have excellent resources and methods of finding children, or of identifying them once found, others have no procedures at all. Even more importantly, there is no uniformly used method to notify other law enforcement agencies that a child has been reported as missing. Therefore, if a child has been taken across state or even county lines, it is highly unlikely that he/she will be located, or if found, properly identified.

This legislation does not in any way alter the obligation of either State or federal law enforcement officials to search for missing children. It creates no new federal jurisdiction. The National Crime Information Center computer system is not designed to locate missing children—or anyone for that matter, only to identify the subject once found. In the case of missing children even the task of identification is rendered more difficult than in the case of adults, because few chil-

*dren maintain common identifiers such as a drivers license number, or a social security number. Fingerprints are rarely on file, and even height and weight descriptions are quickly dated. Despite—or indeed because of—these limitations, the bill is intended to spur a greater attention to the unique problems of missing children and to encourage local police to place that data which does exist into NCIC's computer system.

An additional section of the bill creates a centralized unidentified dead file which would contain descriptive information obtained about "John Doe" deceased individuals whose identities cannot be otherwise established. Currently there is no national or uniform system for identifying unknown deceased individuals. It is estimated that approximately 2,000 to 5,000 unidentified dead are found in the United States each year. Essentially, it would allow coroners to share data relating to unidentified deceased individuals, and aid in establishing an identity.

BACKGROUND AND NEED FOR LEGISLATION

The National Crime Information Center [NCIC] computer system was created in 1967 for the express purpose of centralizing all criminal history records, as well as a "hot index" of wanted persons and stolen properties solely for the official use of criminal justice agencies for valid criminal justice purposes. In 1975, a separate missing persons file was established in order to assure the appropriate privacy rights of the individuals affected.

The current NCIC computer contains 9.6 million records. Less than three-tenths of 1 percent pertain to missing persons. According to Kier T. Boyd, Assistant Director in charge of the FBI's Technical Services Division, since 1975, approximately 760,000 missing persons records have been entered in the file, 592,000 of which were juveniles.

On any given day the file size for missing persons may number about 24,000. Of those, 19,000 are juveniles. It is a file with a fast turnover rate; on the average, about 50 percent of the file turns over during the course of the month.¹

FBI statistics indicate that only 10 percent of all missing persons are ever entered into this system. While accurate statistics of missing children are for the most part unavailable, the Department of Health and Human Services estimates that 1.8 million children are missing from their homes each year. In 1981, 25 of the largest cities in the U.S. reported a total of 85,000 missing children with 7,000 of those cases remaining unsolved. The number of children murdered in the U.S. in 1980 was 2,729. But as of April 1, 1982, only 23,793 persons, adults as well as children, were listed on the NCIC computer.²

The major problem appears to be the underutilization of available resources by state and local law enforcement agencies, who have primary responsibility for locating missing persons. The Senate Subcommittee on Investigations and General Oversight of the Labor and Human Resources Committee conducted a survey of 25 of the nation's 35 largest police departments. Their survey showed that only 10-14

¹ Hearings before the Subcommittee on Civil and Constitutional Rights of the Committee on the Judiciary, House of Representatives, 97th Congress, First Session on H.R. 3791, Missing Children's Act, November 18 and 30, 1981, Serial number 33 (hereinafter referred to as hearing record) at page 45.

² U.S. Senate, Committee on the Judiciary, Report on Missing Children Act, Draft report 1982, page 4.

percent of missing children had been reported to FBI's NCIC missing persons file.³

The Committee heard testimony about the suffering and frustration of parents whose children are missing. Local police agencies already overburdened with criminal cases are apparently reluctant to plunge into the investigation of a child reported as missing. Dennie Abbott of Child Advocacy Inc., testified:

I have talked to too many parents who have been to small municipalities—in our county we have some municipalities with three or four officers and they won't even take a report. They won't even sit down and look the parent in the eye and say let me take the information.

Mr. HYDE. Why not?

Mr. ABBOTT. They don't have the time; and particularly if it is a 14- or 15-year-old child, they say come back, in a few days because he is probably going to come home, and parents are frustrated by that type of thing.⁴

One letter received by the Committee describes the frustration felt by families of missing children.

ALTAMONTE SPRINGS, FLORIDA,
November 16, 1981.

DEAR SIR: My little sister, Dee Scofield, was abducted from an Ocala shopping center on July 22, 1976, and still has not been found.

In spite of all futile efforts of family and friends, we know nothing more than we knew at the time of her abduction. Law enforcement officials did not act efficiently, and the short time they did assist, it was not prompt and thorough.

Since D's disappearance, the family has been referred from one agency to another, unsuccessfully, because they tell us, it is either out of their jurisdiction, or they do not deal in missing persons. This leaves the family no choice but to diligently search further, on our own, without any local, state, or federal assistance which is so desperately needed in finding my little sister and others so tragically taken from their families.

A national clearinghouse for missing persons could change all of this for many thousands of families throughout the United States, looking for their loved ones. It would give us so much hope.

Unfortunately, there is no agency established specifically for locating missing persons, and because it is a national problem, federal assistance is needed.

Please won't you help.

Sincerely,

SHELLY SCOTT.⁵

John Walsh of the Adam Walsh Outreach Center for Missing Children, himself a parent of a six year old who was abducted and later murdered, testified:

After interviewing local police agencies in Florida, New York State and Michigan, the overall lack of communication

³ U.S. Senate, Committee on the Judiciary, Report on Missing Children Act, Draft report 1982, page 4.

⁴ Hearing record, page 99.

⁵ Hearing record, page 125.

between local and state authorities is incredulous. In the experience of the Hollywood police, when attempting to supply information about Adam's disappearance nationwide they found that the systems of two entire states were so antiquated that they would not even take any information about Adam. The "infamous" NCIC, National Crime Information Computer, is so overburdened with general statistics that it is ineffective. Crimes as diverse as burglary, car theft, runaway husbands, and murder, as well as, information on missing persons are fed into this computer that it is impossible for a local agency to cross-reference information from other agencies. The NCIC cannot be accessed without a name or license number or social security number. What help is this in identifying a dead child's body or a living child that is too young to know its name?⁶

According to a variety of witnesses, in most cases parents get little, if any, support or assistance and return to their homes emotionally and financially devastated. In most cases, the child is never found alive or dead. According to Bereaved Parents, an organization with chapters throughout the U.S. of parents with deceased or murdered children, 90 percent of the marriages fail as a result of the trauma of the death of a child.⁷ Many are also devastated financially, spending considerable sums on detectives, flyers, phone calls, travel and the like. Many succumb to alcoholism, lost time at work, eventually losing their jobs. According to Mr. Walsh:

From our own personal experience, this devastated us financially. It cost every bit of savings we had as well as, whatever money we could borrow, to search for Adam. The amount of time lost at work, the need for emotional counseling, the lost tax dollars, and the emotional wrecks of surviving parents that are cast on the welfare system of our society is enormous. If you could calculate these uncalculable figures they would far outweigh the cost of a centralized reporting system for missing bodies and missing children.⁸

The Committee recognizes that it is of no small concern to the thousands of anxious families of missing children that somewhere a centralized clearinghouse of information be established. In the words of John Walsh:

This would be a little peace of mind for parents that somewhere there is information on their child if their child's body is found or if the child hopefully is alive.⁹

The Committee hopes that the passage of H.R. 6976 will address that need.

THE NCIC SYSTEM

Missing children create a special problem for the NCIC Computer system. Unlike adults who carry wallets or purses and maintain such common forms of identification as drivers licenses, social security

⁶ Hearing record, page 27.
⁷ Hearing record, page 27.
⁸ Hearing record, page 27.
⁹ Hearing record, page 23.

cards, or in the alternative have fingerprints on file due to a job application, military service or such, children generally have none of these identifiers at all. Also, a child crying loudly, even screaming, in the company of any adult will attract little attention. Yet, a child who does come to the attention of law enforcement officials and is either unwilling or incapable of identifying himself (due to age, injury, or even death) needs to be identified, if only to notify anxious families.

Keir T. Boyd, Deputy Assistant Director of the FBI's Technical Services Division, described the mechanics of the NCIC computer thusly:

... We have the missing person's name, sex, race, place of birth, date of birth, in the case of juvenile the date of emancipation, height, weight, eye color, hair color, FBI number if there is one, skin tone, scars, marks, tattoos, fingerprint classification if it is known, social security number, and any other number which may be used to help identify that person.

In addition to this, we have fields for the operator's license to show the number of the license, the State, when the license expires; we also have fields to indicate what vehicle the person may be using, specifically the license plate data, vehicle identification number, year, make, model, style, color of the vehicle.

We then have the date that the person was missing and finally, we have what we call a miscellaneous field in which one can enter anything which might assist in the identification of the person, such as the clothes that they were last seen wearing.¹⁰

However, many witnesses were sharply critical of the NCIC Computer system currently in use. The main complaint was that law enforcement agencies seeking information from the system need to enter the child's name, sex, race, and date of birth. For the most part, any law enforcement agency in possession of that information has already identified the child.

Denny Abbott, Executive Director of Child Advocacy, Inc., a non-profit corporation funded through a grant from the Office of Juvenile Justice and Delinquency Prevention, of the U.S. Department of Justice, testified:

... [W]e have a national computer that has some information on runaway and missing children, but it is of no use, period, if the local law enforcement officer doesn't know who the kid is to begin with. He must have a name and a date of birth before he can get anything back out of that system.

We are proposing that there needs to be a clearinghouse where you can identify children based on physical description when you don't have a name. So that is the reason I think many police officers are frustrated around the country...¹¹

In the course of the hearings and in response to questions on this issue the following exchange took place:

¹⁰ Hearing record, page 45.
¹¹ Hearing record, page 97.

Chairman DON EDWARDS: Well, right now the name of missing children and the description are generally in the NCIC, I think.

Dr. McClure. Yes.

Mr. Edwards. A lot of them. But do you think it is important to add those without names? Are there any without names in the NCIC, Mr. Abbott?

Mr. ABBOTT. No.

Mr. EDWARDS. You have to have a name to get into the NCIC. So you think the first improvement would be to put in physical descriptors?

Dr. McClure. The physical descriptors are there, but the access that is available to the local law enforcement people as they have told us is that to find a hit on the computer you must know the subject's name, race, sex, and date of birth.¹²

John Walsh of the Adam Walsh Outreach Center for Missing Children testified:

This is a national problem. . . . I have done a lot of research on the subject with local police agencies. I did not want to come here today uninformed and not having my facts straight. The NCIC can only be accessed if you have a name or a social security number or a license number. If you have a child 3 years old who does not know his name or a battered child or a runaway sexually abused by the parent who cannot give the name to the police officer, how does the officer access the NCIC? He does not.¹³

Clearly, although an NCIC missing person computer system does currently exist, it does not appear adequate for the purposes of those state and local enforcement agencies for whom the service is intended, at least in the case of missing children. Therefore, the question becomes how best can needed information be accumulated, categorized, and made quickly retrievable to the local police? One suggestion was for the development of a system designed to enhance, not replace, the NCIC in order to increase the amount of information to the officer on the street while simplifying his access to that information. Whereas entry into the NCIC system apparently requires a name, a race, sex, and date of birth, in the case of children additional physical descriptions are needed.

Dr. John McClure, a computer specialist with Child Advocacy, Inc. in Florida testified:

Mr. TUCEVICH (counsel). If this legislation were to pass just as it is right now, H.R. 3781, the Simon bill, in your opinion would it really aid in finding missing children?

Dr. McClure. Not unless the programing capability were expanded so that physical descriptors, dental charts and such that could be entered, rather than the name and date of birth as is presently required.

Mr. TUCEVICH. So, in other words, if this legislation were to pass, in your opinion it wouldn't do much good without adding those identifiers, the capacity to search—

Dr. McClure. That's correct. I don't know if that sort of thing has to be mandated by legislation. We do see that as the deficiency in the current program.¹⁴

Dr. McClure described the computer system utilized by the Child Advocacy, Inc. organization which is funded through a grant tendered by the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention:

We have a computer package that will search through our files up to seven different levels. We don't need to know the name, date of birth, or other positive identification factors.

Granted, the officer on the street may learn that there are five or six brown-eyed, blond-haired, 15-year-old youths with tattoos who have been reported as missing, but at least he has a little something more to go on as far as positive identification.

Obviously our system is not going to be perfect but we submit that it could serve as a pilot perhaps to a national system.

We have found that the cost is at this point minimal. The microcomputer that serves this function, among other services to our agency, costs the grand total of \$3,500. The computer software that allows access on other variables besides name and date of birth cost \$150 over the counter at a computer store. So obviously the main cost of this program is going to be the work.¹⁵

Dr. McClure elaborated further on the system in response to questioning by Representative Henry J. Hyde:

Mr. HYDE. It would seem in this day and age if you are looking for people of an approximate age, with scars on their left hand, you should be able to retrieve that information regardless of the name or absence of a name.

Dr. McClure. That's correct.

Mr. HYDE. Computer experts could help us on that but you are doing the job on a small, microcosmic scale for \$150.

Dr. McClure. This \$150 program will also store up to 1,980 pieces of information on each child.

Mr. HYDE. On each child?

Dr. McClure. Yes.

Mr. HYDE. How many children will it store?

Dr. McClure. Stores 1,000 at a time on, like a 45-r/min record, 5¼-inch diskettes. We understand from talks with the communications specialists at the sheriff's office the NCIC computer will only hold 400 characters on each subject. We would hope that the system, if it is expanded to include missing children, would be revamped so that it might store more information as well as provide searching on other descriptors besides the name and date of birth.¹⁶

Following this exchange, Chairman Edwards inquired of FBI Assistant Director Kier Boyd, who was still present in the room:

¹² Hearing record, page 100.

¹³ Hearing record, page 98.

¹⁴ Hearing record, page 98.

¹⁵ Hearing record, page 100.

¹⁶ Hearing record, page 21.

Mr. EDWARDS. Mr. Boyd, would it be possible to work into the NCIC missing person file the descriptions of missing people without the names and the date of birth?

Mr. KIER BOYD. Yes; we have that capability now, but not online. The problem is with 19,000 people on there, you will probably have many hits and, as I understand their testimony they have about 15 minutes to hold the person, and the great variety of hits, I am not sure that—

Mr. EDWARDS. You might hit 100 possibles!

Mr. KIER BOYD. That could very well be. For instance, one of my colleagues testified in a case where we had the same name, same date of birth, unfortunately it was the wrong person. So we had an exact hit using specific data.

When you get into one talking about height plus or minus an inch, weight plus or minus 5 pounds, I have some problem that you are going to be able to narrow it.

You can in a system that size, narrow down fairly tightly. If you have 19,000 juveniles, I think that would be difficult.

Mr. EDWARDS. Do you have a response to that, Dr. McClure?

Dr. McCLURE. I certainly agree and, as I mentioned, the volume would be probably the major problem in extrapolating the system from a local to a national level. However, if an entry came from south Florida, it might be very appropriate for the NCIC operator to restrict the search to files reported from south Florida.¹⁷

From all the information available to the Committee, it is apparent that to the credit of the FBI the NCIC Computer system is well run as to missing persons generally. However, it is equally apparent that the system needs to be expanded and enhanced if the problem of missing children in particular is to be adequately addressed. Additional physical descriptors aside from name, sex, and date of birth should be utilized to the extent that available technology permits. The Committee recognizes that there are inherent problems in designing a system which can isolate "hits" of sufficient uniqueness to prove useful to the officer in the street. It is the Committee's understanding that the FBI is committed to broadening to the extent practicable the use of personal identifiers. For that reason, H.R. 6976 is drafted to make clear the congressional intent that the unique problem of missing children be addressed, while allowing the FBI sufficient management flexibility and latitude to implement that intent. The Subcommittee on Civil and Constitutional Rights, chaired by Representative Don Edwards, will continue to monitor the progress of the Bureau in this regard.

CREATION OF A CENTRAL CLEARINGHOUSE OF INFORMATION ON UNIDENTIFIED DEAD

This bill will also create, for the first time, a national clearinghouse of information to list descriptions of unidentified deceased individuals. While at first glance this may seem morbid and grotesque, in reality a significant number of persons, in large part juveniles, lay unidentified in morgues around the country. Witness after witness recounted the urgent need for such a resource. If the body of a child or an adult

¹⁷ Hearing record, page 102.

is found in an area away from his or her home, and a wallet or purse which would normally contain some manner of identification is removed, chances are that body will be buried, but never identified. At the same time, the anguished family of that person will still be frantically waiting and hoping for the safe return of their loved one, never certain of their fate.

Dr. Ronald Wright testified before the Subcommittee on Civil and Constitutional Rights:

I am a physician specializing in forensic pathology. I am board certified in anatomic, clinical and forensic pathology. I am the district medical examiner of district 17, State of Florida which is Broward County, a county of 1.1 million people.

This year so far we have two children who have been found in my district who we have not been able to identify. Both were skeletons when found.

With no national data bank for parents to go to, the parents of those two children do not know I have them, nor do I have a way of reaching them.

Considering how little it will cost to set up such a data bank, that is a shame.¹⁸

Children are not the only victims. Adults, too, present a very real concern to anxious families and to law enforcement officials interested in notifying next of kin, if only to claim the body. Dr. Wright continued:

With regard to unidentified individuals, right now in my morgue I have 10 people who I do not know who they are. They died of various things. The majority were murder victims. Most of these people are young. All of them have somebody somewhere who is looking for them. I cannot find them, and they cannot find me. In Florida alone there are 23 medical examiner agencies, and if you were looking for a family member of yours, you would have to call 23 medical examiners' office just to cover the State of Florida.¹⁹

The Committee finds that a significant benefit of this bill is its creation of a centralized clearinghouse of information, in effect, a national registry of unidentified dead.

The Subcommittee on Civil and Constitutional Rights heard a considerable amount of testimony about the impossible task of canvassing the vast array of hospitals and county morgues in search of a loved one. John Walsh, the father of six year old Adam Walsh, whose abduction and murder was the impetus for this legislation, described in rather poignant and compelling testimony some examples. Parents who had children missing from home and spent five or six months frantically searching only to learn their youngster was lying unidentified in the morgue of an adjacent county. Nobody knew how to identify the child and thus contact the frantic parents.

Here the parents spent life savings, \$40,000 on private detectives while their daughter's body was in a morgue in Texas for

¹⁸ Hearing record, page 31.
¹⁹ Hearing record, page 30.

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87 days . . . Previous to Adam's disappearance the State exchanged information on unidentified bodies every 6 months. Where do you go to find an unidentified body if the person was not missing in the State of Florida? He does not know who to contact to find out about the body. The worst thing is the not knowing, the thousands of parents that do not know.²⁰

Dr. Wright confirmed the problem.

Basically speaking we have a system right now of law enforcement which does not facilitate the solution to the problem of missing children. In Broward County alone with a population of 1.1 million people there are 26 police agencies. Each of them attempts to maintain a missing persons record-keeping system. It is rather ludicrous . . . that we do not and have not developed at the Federal level where it needs to be done some kind of system to do this kind of recordkeeping.

What has been said about local law enforcement not doing an adequate job I think is mostly related to their not having the tools, and they do not have the tools because the Federal Government is negligent in providing them because they need to be done at the Federal level.²¹

The Committee agrees that the development of a centralized national registry of unidentified dead is long overdue. This bill, by creating such a source, will accomplish that result and in the process help alleviate some of the pressure and anxiety which is now borne by the families and friends of missing and unidentified persons—*anxiety worsened by unrelenting uncertainty as to the fate of their loved one.*

CONGRESSIONAL BUDGET OFFICE ESTIMATE

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, D.C., August 31, 1982.

Hon. PETER W. RODINO, Jr.,
Chairman, Committee on the Judiciary, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Pursuant to Section 403 of the Congressional Budget Act of 1974, the Congressional Budget Office has reviewed H.R. 6976, the Missing Children Act, as ordered reported by the House Committee on the Judiciary, August 19, 1982.

The bill would require the Attorney General to acquire and exchange information to assist federal, state, and local officials in identifying deceased individuals and in locating missing children. It is expected that the Federal Bureau of Investigation (FBI) would be charged with implementing this legislation, primarily by maintaining a file of information about unidentified, deceased individuals. Initiation and maintenance of this file is estimated to cost about \$0.3 million per year. Because the FBI already maintains information files on all missing persons (including juveniles) no significant additional cost is expected for expanding the information collected about missing children.

²⁰ Hearing record, page 21.

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Should the Committee so desire, we would be pleased to provide further details on this estimate.

Sincerely,

ALICE M. RIVLIN,
Director.

OVERSIGHT FINDINGS

The Committee makes no oversight findings with respect to this legislation.

In regard to clause 2(1) (3) (D) of rule XI of the Rules of the House of Representatives, no oversight findings have been submitted to the Committee by the Committee on Government Operations.

NEW BUDGET AUTHORITY

In regard to clause 2(1) (3) (B) of rule XI of the Rules of the House of Representatives, H.R. 6976 creates no new budget authority or increased tax expenditures for the Federal Government.

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(1) (4) of rule XI of the Rules of the House of Representatives, the Committee finds that the bill will have no foreseeable inflationary impact on prices or costs in the operation of the national economy.

FEDERAL ADVISORY COMMITTEE ACT OF 1972

The Committee finds that this legislation does not create any advisory committees within the meaning of the Federal Advisory Committee Act of 1972.

COST ESTIMATE

In regard to clause 7 of rule XIII of the Rules of the House of Representatives, the Committee agrees with the estimate of the Congressional Budget Office and estimates that there will be additional cost of \$300,000 to the Federal Government by this legislation.

COMMITTEE VOTE

H.R. 6976 was reported favorably by the Committee on August 19, 1982 by unanimous voice vote, a quorum being present.

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JOINT EXPLANATORY STATEMENT OF THE COMMITTEE OF CONFERENCE

The managers on the part of the House and the Senate at the conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 6976) to amend title 28, United States Code, to require the Attorney General to acquire and exchange information to assist Federal, State, and local officials in the identification of certain deceased individuals and in the location of missing persons (including unemancipated persons), submit the following joint statement to the House and the Senate in explanation of the effect of the action agreed upon by the managers and recommended in the accompanying conference report:

The Conference agreement restored the House language proposed to be stricken by the Senate amendment with the following additional language at the end of paragraph (3) of the amended section 534 of title 28.

At the end of paragraph (3), add these words: "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)".

The conference received the following letter from Federal Bureau of Investigation Director William H. Webster to the Honorable Don Edwards, Chairman of the House Subcommittee on Civil and Constitutional Rights:

U.S. Department of Justice

Federal Bureau of Investigation



Office of the Director

Washington, D.C. 20535

September 29, 1982

Honorable Don Edwards
Chairman, Subcommittee on
Civil and Constitutional Rights
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

It is my understanding that within the next few days the House and Senate will confer on what are commonly referred to as the Missing Children Acts. These bills address a major problem in the United States, the tragedy of missing children and the problem of the unidentified dead. The sponsors of these bills should be commended for their untiring efforts in addressing these national concerns.

I prefer the House version because the Senate Bill, S.1701, creates serious problems. S.1701 would require the FBI to acquire, collect, and classify information concerning a missing person directly from that individual's parent, legal guardian, or next of kin, provided that that individual has reported the missing person to the appropriate law enforcement agency which has jurisdiction to investigate such matter. The rare case where the FBI should enter a missing child into the Missing Persons File is where the local police refuse to cooperate with the parent or guardian. No legislation is required for us to address this situation.

Currently, all entries made into the National Crime Information Center (NCIC) are made by law enforcement agencies having an investigative interest in the entry. This would change under S.1701, where an entry would be made by the FBI at the request of a parent or guardian. The investigative agency is in the best position to know whether the information should be entered into the system and when it should be modified or cleared from the system. It is the investigative agency that has access to the needed official documentation and reports and other information, including the validity of missing person reports.

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Honorable Don Edwards

There are legal relationships existing between states in the form of interstate compacts on juveniles to which the FBI is not a signatory. This would place the FBI in the untenable position of entering records into the NCIC with no capacity to accomplish the continued detention and return of the missing person.

Reaction of local authorities to a "hit" based on entry by parent or legal guardian is, at the very best, uncertain. When a local law enforcement officer receives a "hit" through the NCIC computer, that officer must institute an inquiry by which that entry is determined to be current and, therefore, valid. The amount of time in which an official may detain the individual pending confirmation is relatively short--perhaps up to 30 minutes. If the parent or guardian is unavailable during that limited time, the detaining authority will most likely let the juvenile go free. Even if appropriate confirmation does occur during that time, other concerns may force the inquiring agency to disregard the "hit" based simply on the absence of an official investigation which, in most instances, would at least: (1) verify the status of the individual as a minor under the laws of the state; (2) verify other criteria under which the individual is entered; (3) verify the actual condition of being missing; and (4) verify the capacity of the individuals filing the complaint to do so.

While cost alone should not be determinative, it is worthy of your consideration when viewed in the light of the uncertain benefit and perhaps counterproductivity of the parental access provision. The FBI has calculated cost estimates for the direct parental access provision to NCIC at four levels of activity. These estimates represent anticipated added costs to the FBI. They are as follows:

<u>Number of Missing Children</u>	<u>Estimated Cost</u>
100,000	\$ 2,132,695
250,000	5,326,857
1,000,000	21,298,780
1,800,000	38,335,300

MISSING CHILDREN ACT

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Honorable Don Edwards

I hope the above information is of assistance to you in your deliberation of the Missing Children bills. If I can be of any additional assistance to you in this or any other matter, please do not hesitate to contact me.

Sincerely yours,



William H. Webster
Director

- 1 - Honorable F. James Sensenbrenner, Jr.
House of Representatives
Washington, D.C. 20515
- 1 - Honorable E. Clay Shaw, Jr.
House of Representatives
Washington, D.C. 20515

The above letter from Director Webster was received by the conferees during the conference and based upon the assurances contained therein, the conferees unanimously agreed to adopt language making clear the right of a parent, legal guardian, or next of kin to verify whether or not the appropriate State or local law enforcement agency did enter such person in the National Crime Information Center System.

The Conferees unanimously agreed to the additional language described above based upon the assurances of the Director, contained in his letter, that if the appropriate State or local law enforcement agency refuses to enter the missing child in the National Crime Information Center System, the FBI will enter the information.

The conferees would direct particular attention to pages 5 through 9 of the Missing Children Act, Report of the Committee on the Judiciary, House of Representatives, September 16, 1982, which concludes in part that it is "apparent that the system needs to be expanded and enhanced if the problem of missing children in particular is to be adequately addressed. Additional physical descriptors aside from name, sex, and date of birth should be utilized to the extent that available technology permits. The Committee recognizes that there are inherent problems in designing a system which can isolate 'hits' of sufficient uniqueness to prove useful to the officer in the street. It is the Committee's understanding that the FBI is committed to broadening to the extent practicable the use of personal identifiers. For that reason, H.R. 6976 is drafted to make clear the congressional intent that the unique problem of missing children be addressed, while allowing the FBI sufficient management flexibility and latitude to implement that intent."

In addition, the conferees would direct attention to pages 8 and 9 of the United States Senate Report of the Committee on the Judiciary on the Missing Children Act which reflects the conferees' intent that the FBI provide State and local law enforcement agencies with a detailed format for the entry of missing persons information into the NCIC system, that the unidentified dead file be based upon autopsy, dental, and all descriptive and identifying information available, that the Attorney General appoint an appropriate Board of Advisors, including a medical examiner, a forensic odontologist, experienced State and local police investigators, and State officials who currently operate unidentified dead files, to oversee the establishment and operation of the National Clearinghouse on the Unidentified Dead.

The conferees adopt the relevant portions of the above described House and Senate reports on the Missing Children Act as indicative of the conferees' intent as to the legislation.

The conferees met and reached agreement on September 1982.

DON EDWARDS,
ROBERT W. KASTENMEIER,
PATRICIA SCHROEDER,
HAROLD WASHINGTON,
PAUL SIMON,
JAMES F. SENSENBRENNER, Jr.,
DAN LUNGREN,
E. CLAY SHAW, Jr.,

Managers on the Part of the House

STROM THURMOND,
ORRIN G. HATCH,
ARLEN SPECTER,
PAULA HAWKINS,
JOSEPH R. BIDEN, Jr.,
DENNIS DECONCINI,
HOWELL HEFLIN,

Managers on the Part of the Senate

