

State of New Jersey
Thomas H. Kean
Governor

Irwin I. Kimmelman
Attorney General



N J

New Jersey Commission On Missing Persons
State Action Plan
January 1986

Honorable Stephen Raymond
Chairman



News

FOR IMMEDIATE RELEASE

January 17, 1986



IRWIN I. KIMMELMAN
ATTORNEY GENERAL

Attorney General Irwin I. Kimmelman announced today the publication of a booklet designed to guide public officials, private citizens and the news media through the intricacies of the State's Open Public Meetings Act.

"Ten years have passed," Kimmelman said, "since the Legislature enacted the statute commonly referred to as the 'Sunshine Law.' Since that time there have been a considerable number of interpretations given to the Act both by the courts and by virtue of legal opinions from the office of the Attorney General.

"This statute is one of the most important pieces of legislation we have to insure public awareness of the workings of government at all levels. It is important that public officials be aware of the requirements of the Act and that the news media, in their capacity as surrogates for the public, as well as the public itself, be aware of their rights under the law," the Attorney General continued.

"There are few more important rights we as citizens enjoy," Kimmelman said, "than the right to monitor and participate in the activities of the agencies by which we govern ourselves. This booklet is intended to make certain that that right is not abrogated by the improper actions of public officials or forfeited by uninformed citizens."

The booklet sets forth the text of the Act in its entirety and also explains some of the significant interpretations given to it.

News



IRWIN I. KIMMELMAN
ATTORNEY GENERAL

FOR IMMEDIATE RELEASE

January 15, 1986

Attorney General Irwin I. Kimmelman and Burlington County Prosecutor Stephen G. Raymond, Chairman of the Commission on Missing Persons, today announced that the Commission, pursuant to its legislative mandate, has transmitted its Comprehensive State Action Plan to Governor Thomas H. Kean and the members of the Legislature.

Speaking on behalf of the Commission members and staff, Raymond noted that on January 12, 1984, the Governor signed into law the Missing Persons Act of New Jersey. This Act created a Commission on Missing Persons within the Department of Law and Public Safety and established a Missing Persons Unit within the Division of State Police. "In establishing this Commission," Raymond said, "the Legislature created a body whose purpose was to fully study the problem of missing and unidentified persons in New Jersey and develop a coordinated plan to attempt to locate those persons."

According to Raymond, the Commission, in conjunction with the State Police Missing Persons Unit, were assigned the task of compiling a report detailing the question of missing persons and those who are unidentified, both alive and deceased. "The Commission and the State Police Missing Persons Unit recognized that one of the major problems associated with locating missing and unidentified persons was the lack of communication, coordination and organization within the law enforce-

ment community," Raymond said.

Attorney General Kimmelman, a Commission member, indicated that New Jersey took a significant step forward in dealing with this problem when Governor Kean signed the bill creating the Commission on Missing Persons and the State Police Missing Persons Unit.

In addition to the legislative initiative, Kimmelman, on June 12, 1984, issued a directive to all New Jersey law enforcement agencies which required that as soon as a juvenile is reported missing, a complete record be taken immediately and prompt police action be instituted to locate the missing juvenile. This directive eliminated the traditional waiting period before initiating an investigation and required that the missing juvenile report be entered immediately into the National Crime Information Center (NCIC). At the time of the issuance of this directive, Kimmelman stated, "The fact that more than 90% of the juveniles reported missing may be runaways and will eventually return, does not excuse any delay by law enforcement agencies from instituting an immediate search and investigation for the unknown few who may be in real peril." Additionally, on March 8, 1985, Kimmelman issued a second directive which required immediate and prompt investigation of all reports of missing adults.

"The effect of Attorney General Kimmelman's directives, combined with the work of the Commission and the State Police Missing Persons Unit, was to place New Jersey's law enforcement community in the forefront of the national missing person's effort," Raymond said.

As a result of these initiatives, Commission deliberations and input from numerous agencies and organizations involved in the missing persons issue, the Commission has developed the following conclusions and recommendations:

Commissioner Raymond concluded by saying, "The Commission, by executing its charge in an expeditious and efficient manner, deserves commendation. Special thanks must be extended to Lt. Vincent Mattis of the State Police Missing Persons Unit for his dedicated and invaluable work on behalf of the Commission. Finally, it is hoped that through the continued efforts of this Commission the goal of prompt and successful investigations will reduce the often times tragic and terrifying consequences of missing children and adults."

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State of New Jersey

**DEPARTMENT OF LAW AND PUBLIC SAFETY
COMMISSION ON MISSING PERSONS**

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STEPHEN G. RAYMOND
CHAIRMAN

RICHARD T. RUFFINO
EXECUTIVE SECRETARY

January 15, 1986

To: The Honorable Thomas H. Kean, Governor
Members of the Senate and
General Assembly of the State of New Jersey

RE: Comprehensive State Action Plan - Problem of Missing
Persons and Unidentified Bodies

Dear Governor and Members of the Legislature:

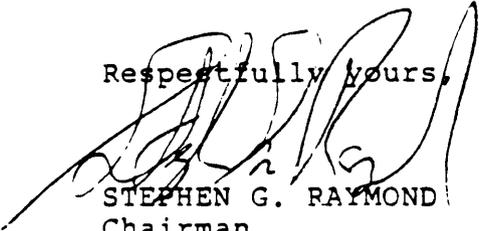
The Missing Persons Commission is pleased to transmit to you this Comprehensive State Action Plan relating to the problem of missing persons and unidentified bodies.

The New Jersey Commission on Missing Persons was established within the Department of Law and Public Safety by an Act of the Legislature on January 12, 1984. In establishing this Commission, the Legislature created a body whose purpose was to fully address the problem of missing and unidentified persons within the State of New Jersey. The sixteen (16) member Commission hopes that the Comprehensive Plan set forth herein will put New Jersey in the forefront of identifying the difficult issues and recommending solutions concerning missing persons and unidentified bodies.

Special mention should be given to the New Jersey State Police Missing Persons Unit for their invaluable contributions in the preparation of this report, and their continued help and support of the Missing Persons Commission.

Respectfully yours,

Respectfully yours,


STEPHEN G. RAYMOND
Chairman
Missing Persons Commission

NEW JERSEY COMMISSION ON MISSING PERSONS

Honorable Irwin I. Kimmelman
Attorney General, State of New Jersey

Honorable Stephen Raymond (Chairman)
Prosecutor, Burlington County

Colonel Clinton L. Pagano
Superintendent, New Jersey State Police

John C. McGinley
Special Agent in Charge
Federal Bureau of Investigation

Dr. Robert Goode
Medical Examiner - State of New Jersey

Kevin Fitzpatrick (Vice Chairman)
Detective, Ocean County Sheriff's Department

Edwin Englehart (Vice Chairman)
Sheriff, Passaic County

Thomas D'Alessio
Sheriff, Essex County

Robert Sinopoli
Detective, Port Authority of New York & New Jersey

Charles Harris
Lieutenant, Union County Sheriff's Department

Ciro Scalera
Executive Director
Association for Children of New Jersey

Geoffrey S. Perselay
Acting Commissioner, New Jersey Department of Human Services

Margot Cody (Public Member)
Short Hills, New Jersey

Frank Stetson (Public Member)
Chatham, New Jersey

James Gormley
Chief, Montville Police Department

Patricia Hanlon (Public Member)
Toms River, New Jersey

Executive Secretary

Richard Ruffino

Legal Advisors

Dennis Bliss
Assistant Attorney General

Gregory Schultz
Deputy Attorney General

New Jersey State Police

Major J. J. Carney
Investigations Officer

Captain F. J. Caldwell
Supervisor - Criminal Investigations Bureau

Lieutenant V. W. Mattis
Supervisor - Missing Persons Unit

INTRODUCTION

The New Jersey Commission on Missing Persons was established within the Department of Law and Public Safety by an act of legislation on January 12, 1984. The Act also established the Missing Persons Unit within the Division of State Police.

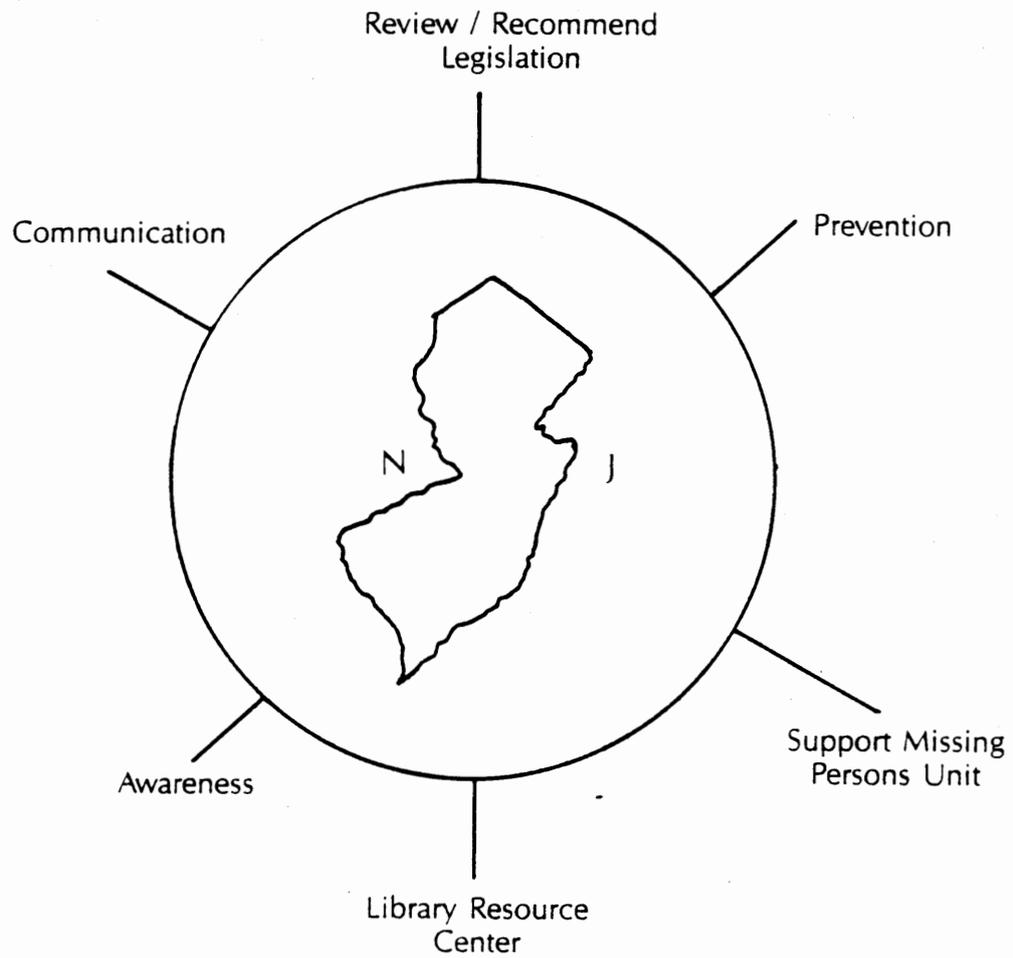
In establishing this Commission, the legislature created a body whose purpose was to fully address the problem of missing and unidentified persons within the state.

By statutory mandate, the Commission on Missing Persons, in conjunction with the State Police Missing Persons Unit were assigned the task of compiling a "Comprehensive Action Plan" concerning missing and unidentified persons. This plan is to be forwarded to the legislature on behalf of the Governor, and is being submitted, as required, within two years of the enactment of the legislation.

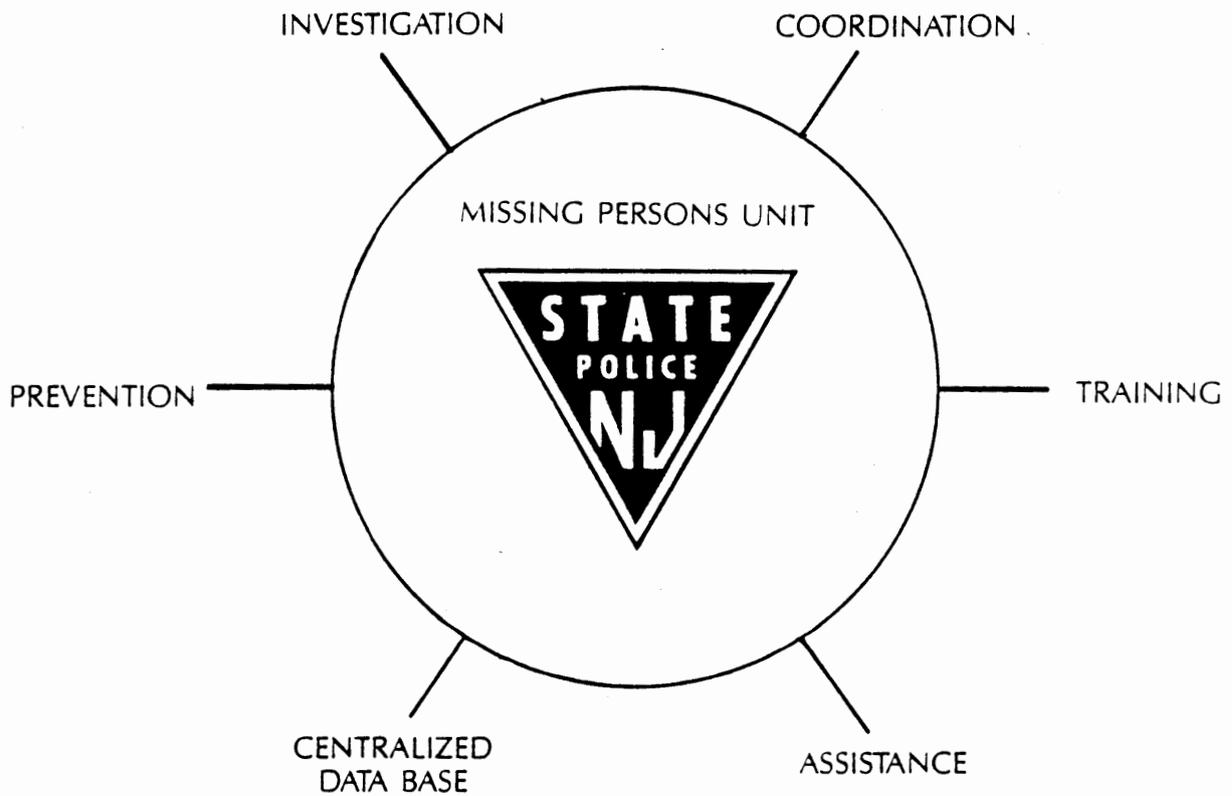
Briefly stated, this report will provide a historical perspective into the question of missing persons and those who are unidentified, both alive and deceased. The report will also provide a detailed explanation of all accomplishments in this area since the passing of the Missing Persons Act. Current problems concerning the missing persons issue have been carefully identified and detailed recommendations have been offered as matter of redress.

NEW JERSEY MISSING PERSONS ACT OF 1984

ROLE OF THE NEW JERSEY
COMMISSION ON MISSING PERSONS



**ROLE OF THE NEW JERSEY STATE POLICE
MISSING PERSONS UNIT**



SECTION TWO

HISTORICAL OVERVIEW

National Perspective

Over the past several years, the missing persons issue has received nationwide attention. Generated by a number of tragic and highly publicized abductions and murders of young people, national interest was raised concerning the problems associated with missing persons of all ages.

Accordingly, appropriate government response was initiated to address the issue both at the federal and state levels of government. The first measure taken to diminish the missing person problem occurred on October 12, 1982 when the President signed into law the Federal Missing Children's Act.

The major problem associated with missing persons at that time was perceived to be the lack of communication, coordination and organization on the part of the law enforcement community. Police response and investigative follow-up to missing person complaints was in question. Policies existed whereby many police agencies established 24 to 48 hour waiting periods before beginning missing person investigations. In addition, an unidentified body issue emerged as a focal point of interest. The law enforcement community was not taking full advantage of all available tools in their efforts to address the missing and runaway problems in that the National Crime Information Center (NCIC) was significantly underutilized. As such, the main purpose of the Missing Children Act was to allow parents of missing children access to the National Crime Information Center (NCIC) by requiring an exchange of information in the identification of unidentified deceased individuals and the location of missing persons at the federal level. Therefore, pursuant to the Act, parents of missing children may now obtain information concerning the use of NCIC in their efforts to follow up on the measures undertaken by law enforcement to locate the missing person. If it is established that a local law enforcement agency has not submitted information to NCIC, the parent or interested person may request that the report be filed in the NCIC computer system.

In 1984, the United States Missing Children's Assistance Act Title IV of the Juvenile Justice and Delinquency Prevention Act was amended by Congress. As a result, the National Center for Missing and Exploited Children was established in Washington, D.C. as part of the Federal Government's commitment to the issue of missing children. This organization was created through a cooperative agreement with the United States Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP). The National Center for Missing and Exploited Children has developed into a central force in coordinating efforts with police and private organizations nationwide in order to address the missing and exploited children's issue.

HISTORICAL OVERVIEW

National Perspective (continued)

During the summer of 1985, the Office of Juvenile Justice and Delinquency Prevention (OJJDP), in recognition of the extreme variations in documented reporting of missing children nationwide, initiated a national incidence study to determine the actual numbers of missing children. Once completed, this research will involve a national study of law enforcement agencies' practices regarding the handling of missing children and homeless youth. The study is being undertaken in order to guide future training, technical assistance and public education programs addressing the problems of missing children and homeless youth nationwide.

Statistical information on missing persons, adults and children included, was fragmented, inconsistent and unclear. The data was often collected and stored differently by different agencies, making access difficult and comparisons of little value. Most references to numbers of missing persons were simply best guess extrapolations from sketchy and widely divergent data. A need existed for comprehensive and accurate reporting throughout the nation in order to delineate and address the many problems associated with missing persons of all ages.

HISTORICAL OVERVIEW

New Jersey Perspective - Problems at Inception of the Jersey Missing Persons Act.

On January 12, 1984, the Missing Persons Act of New Jersey was passed into law, establishing a Missing Persons Unit within the Division of State Police and creating a Commission on Missing Persons within the Department of Law and Public Safety.

At the inception of the New Jersey State Police Missing Persons Unit and the Commission on Missing Persons, it was soon recognized that a number of significant problem areas existed in New Jersey regarding the missing persons issue. Those specific problems can be defined as follows:

POLICE RESPONSE

Many police agencies throughout the State had a waiting period policy regarding investigative response and entry into the National Crime Information Center (NCIC) and/or the New Jersey Law Enforcement Teletype System (NJLETS). Some police agencies had no standard operating procedures established regarding missing person investigations and in many cases follow-up investigative action was less than adequate. Generally, initial response to missing persons complaints on the part of law enforcement required improvement due to a lack of appreciation for the significance of those events. This perspective evolved as a direct result of the routine and repeat patterns associated with missing persons cases.

DOCUMENTATION

A lack of comprehensive statistical documentation existed concerning the missing persons issue in New Jersey as well as nationwide. Based on various source information and data, the total number of persons missing nationally was estimated in some cases to exceed two million annually. Parental abductions were estimated to range between 70,000 to 600,000 nationally. The number of runaways at the national level was estimated at totals upwards of two million each year.

A lack of standardization existed throughout New Jersey concerning reporting and investigation of missing persons and unidentified bodies. Both the Missing Persons File of National Crime Information Center (NCIC) and the New Jersey Law Enforcement Teletype System (NJLETS) were underutilized by the police community with respect to missing persons reporting. When these resources were utilized, inadequate practices frequently existed regarding timely entries and reporting cancellations into the National Crime Information Center (NCIC).

HISTORICAL OVERVIEW

New Jersey Perspective (continued)

EDUCATION / AWARENESS

Training for law enforcement personnel involved in the investigation of missing persons and unidentified bodies was minimal.

The media played an influential role in bringing to light the primacy of the missing persons issue to the attention of the general public. From this occurrence a need arose to educate the public on the facts and provide prevention programs on missing persons throughout the State.

JUVENILES

Runaways: Juvenile runaways represented the largest category of missing persons nationwide. Limited information was known concerning runaways. Little is known as to what happened to runaways while they were gone and their reasons for leaving. It was realized that this area would require further research on a multi-discipline level.

Parental Abductions: The disappearance of children through interference with custody situations was recognized as a sensitive and complicated issue. A lack of standardized legal procedures and an inadequate law concerning the parental abduction issue contributed significantly to the problem. The legal ramifications regarding interference with custody cases differed from state to state and from venue to venue.

Stranger Abductions: The abduction of children by strangers represented the fewest, yet most publicized cases in the state. In New Jersey, there have been several unsuccessful abduction attempts during the past year and a number of children were sexually molested by strangers and then released. It has been experienced that the threat of potential stranger abduction looms in the minds of parents statewide.

EXPLOITATION OF MISSING JUVENILES

A lack of qualitative information existed regarding the degree of exploitation which occurs to juveniles who are or have been missing.

HISTORICAL OVERVIEW

New Jersey Perspective (continued)

ADULTS

Persons who were medically or physically disabled are at greater personal risk when missing. Such persons who comprise this category consist of medically dependent, cardiac, diabetic, epileptic or mentally impaired who lack the skills for daily living and those who wander from psychiatric institutions, nursing homes, etc.

UNIDENTIFIED BODIES

Over the years, there have been cases where unidentified decedents have been buried without proper identifying data having been collected. This type of incident clearly illustrated the deficiencies in standardized investigative and reporting procedures. New Jersey also lacked a central repository for the storage of data regarding unidentified decedents.

UNIDENTIFIED LIVING PERSONS

Unidentified living persons such as lost children, memory impaired and amnesia victims were at a personal risk when missing.

SECTION THREE

IMPROVEMENTS TO DATE

NATIONALLY

NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN

The National Center for Missing and Exploited Children (NCMEC), 1835 K Street, Washington D.C. 20006, was officially opened to the public on June 13, 1984, to serve as a national resource and technical assistance facility to combat the issue of child abduction and exploitation. The organization was created to:

- * Provide training assistance to law enforcement and child protection agencies in order to develop effective procedures to investigate and prosecute cases of missing and exploited children.
- * Provide information and advice on effective state legislation to assure the safety and protection of children.
- * Provide prevention and education programs for parents, schools, action group agencies, communities, volunteer organizations, law enforcement, and local, state and federal institutions.
- * Conduct outreach programs to alert families, communities, the criminal justice system, and concerned organizations about the nature and extent of child victimization and exploitation.
- * Ensure coordination among parents, missing children groups and the media regarding the distribution of photographs and descriptions of missing children.
- * Coordinate the exchange of information regarding child exploitation.

FBI REPORTING PACKETS ON MISSING PERSONS AND UNIDENTIFIED BODIES

During 1983, the Federal Bureau of Investigation assembled a Missing Persons Packet (Missing Person Report for NCIC Records Entry) to aid in the proper collection of missing persons investigative data and to ensure proper entry of individuals guide comprised of four parts including an initial report, personal descriptors report, jewelry description report and medical forms report.

IMPROVEMENTS TO DATE

NATIONALLY (continued)

FBI REPORTING PACKETS ON MISSING PERSONS & UNIDENTIFIED BODIES (continued)

This investigative guide provides the entire law enforcement community the opportunity to utilize a standardized investigative reporting system which will not only enhance data entry into the NCIC computer but will aid in the gathering of personal information in missing persons investigations.

Criteria for Entry into NCIC Missing Persons Files

1. Disability - A person of any age who is missing and under proven physical/mental disability or is senile, thereby subjecting himself/herself or others to personal and immediate danger.
2. Endangered - A person of any age who is missing and in the company of another person under circumstances indicating that his/her physical safety is in danger.
3. Involuntary - A person of any age who is missing under circumstances indicating that the disappearance was not voluntary, i.e. abduction or kidnapping.
4. Juvenile - A person of any age who is missing and declared unemancipated as defined by the laws of his/her state of residence and does not meet the entry criteria set forth in 1,2,3 or 5.
5. Catastrophe - A person of any age who is missing after a disaster.

On October 19, 1984, adjustments were made at the National Crime Information Center which provided an expansion of the NCIC reporting categories to include victims. More specifically, a category file was created to include persons of any age who were missing after a disaster occurred.

CRITERIA FOR ENRTY INTO NCIC

DISABILITY

ENDANGERED

INVOLUNTARY

JUVENILE

CATASTROPHE

INITIAL
REPORT

PERSONAL
DESCRIPTIONS

JEWELRY
DESCRIPTION

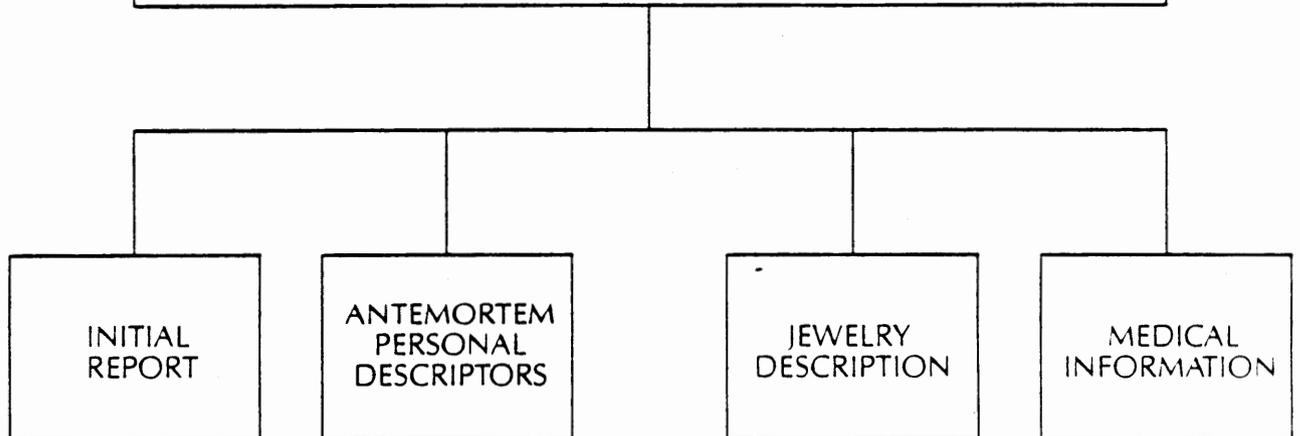
MEDICAL
INFORMATION

CRITERIA FOR ENRTY INTO NCIC

UNIDENTIFIED DECEASED

UNIDENTIFIED LIVING PERSON

UNIDENTIFIED CATASTROPHE VICTIM



IMPROVEMENTS TO DATE

NATIONALLY (continued)

FBI REPORTING PACKETS ON MISSING PERSONS & UNIDENTIFIED BODIES (continued)

On September 17, 1984, another important adjustment was made at the National Crime Information Center which precluded the removal of names of emancipated juveniles from the NCIC computer. Prior to this change, all missing juveniles entered under the Juvenile category who reached the age of emancipation were automatically purged from the system as a matter of policy.

The FBI also assembled an Unidentified Person Packet which contains criteria for entry into the NCIC Unidentified Person File. This investigative packet contains descriptive information on unidentified deceased, unidentified living persons and unidentified catastrophe victims. The advantages of the Unidentified Person Packet parallel those associated with the Missing Person Report for NCIC Record Entry.

VIOLENT CRIMINAL APPREHENSION PROGRAM (VI-CAP)

The Violent Criminal Apprehension Program is a nationwide data information center provided by the Federal Bureau of Investigation. The program is designed to collect, collate and analyze all aspects of the investigation of those violent crimes which meet the VI-CAP criteria. The primary purpose of the VI-CAP program is to gather data which will lead to the investigation of similar violent crime patterns which exist throughout the country.

Among the sixteen offenses/incidents listed in the Case Management Section of VI-CAP report, three are closely associated with missing persons investigations; kidnapping (fatal, or with injury, or for ransom), Missing Persons with evidence of foul play and Unidentified Bodies when the manner of death is classed as a homicide.

The overall goal of VI-CAP is to provide all law enforcement agencies reporting similar patterns of violent crimes with information necessary to initiate a coordinated multi-agency investigation. This program will help expedite the identification and apprehension of an otherwise unidentified violent offender.

IMPROVEMENTS TO DATE

NEW JERSEY

POLICE RESPONSE

On June 12, 1984, the New Jersey Attorney General issued a directive to all law enforcement personnel requiring an immediate and prompt investigation of all reported missing juveniles. This directive also required that a missing juvenile be entered into the National Crime Information Center (NCIC).

On March 8, 1985, the New Jersey Attorney General issued a second directive requiring an immediate and prompt investigation of all missing adults. This directive also required that missing adults and juveniles be placed into the National Crime Information Center (NCIC) Missing Persons File and that a File # 6 message be broadcasted via the New Jersey Law Enforcement Telecommunications System (NJLETS).

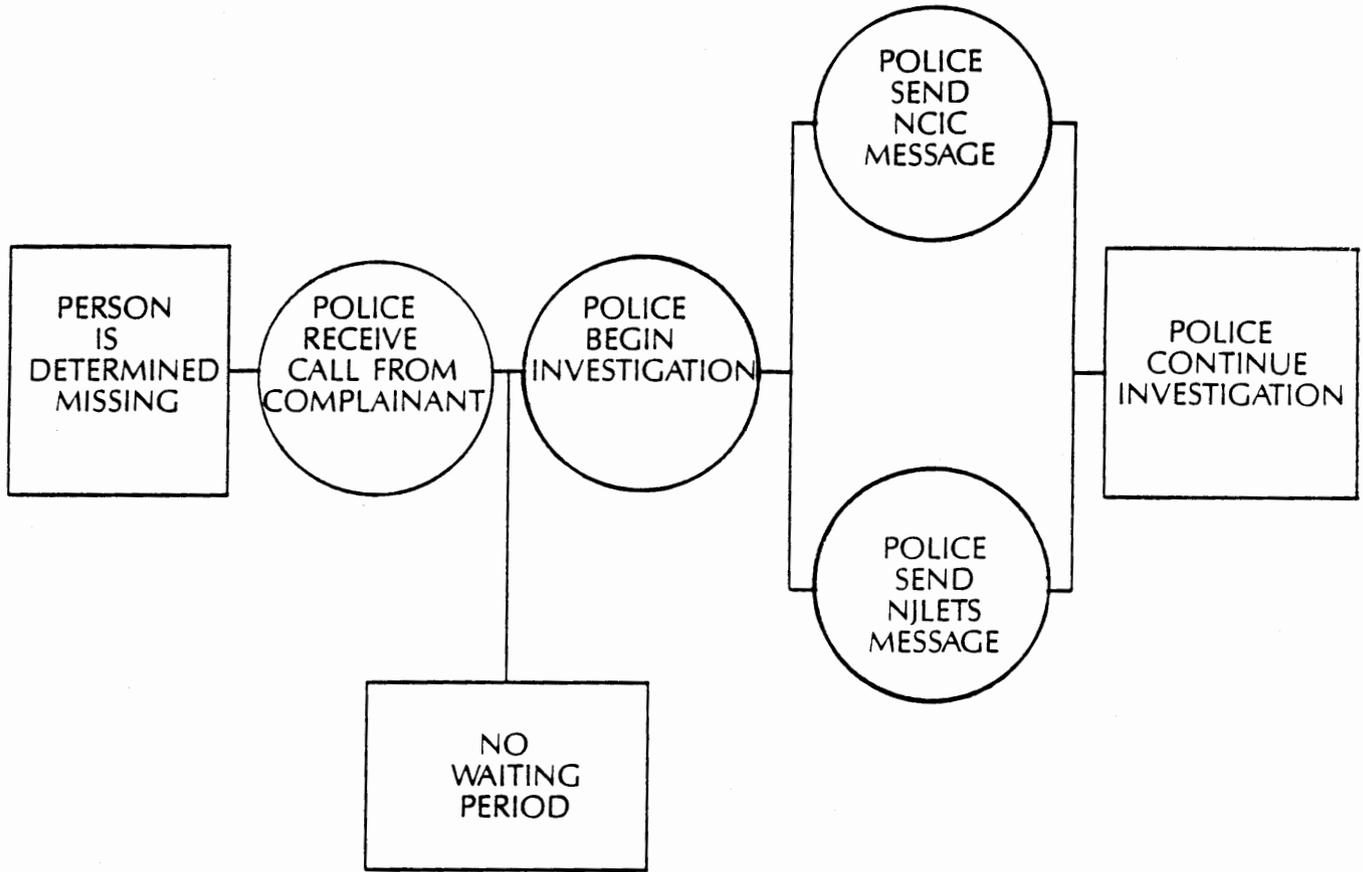
Since June 1, 1984, New Jersey State Police Missing Persons Unit personnel have responded to over 200 requests for investigative assistance regarding missing persons and unidentified bodies. Most investigations were initiated through requests from other law enforcement agencies, in New Jersey and out-of-state, who had exhausted their own investigative resources in their investigations.

New Jersey State Police Missing Persons Unit personnel have responded to requests from law enforcement agencies from at least twenty different states, seeking information, in order that they could initiate a similar program in their respective states. Unit personnel have also assisted a number of police agencies throughout New Jersey in establishing their own standard operating procedures regarding reporting and investigation of missing persons.

During their investigative endeavors, Missing Persons Unit personnel, have been in contact with law enforcement authorities from England, France, Puerto Rico and as far away as Alaska and Hawaii. Personnel have also answered hundreds of inquiries from police and the public, requesting information concerning the missing persons issue, as well as requests to assist in locating family members who have lost contact with each other over the years.

The law enforcement community has begun to take a more active investigative role with respect to parental abductions.

**POLICE INVESTIGATIVE RESPONSE
MISSING PERSON COMPLAINTS**



SOURCE:

NEW JERSEY STATE POLICE
MISSING PERSONS UNIT

IMPROVEMENTS TO DATE

NEW JERSEY (continued)

DOCUMENTATION / STANDARDIZED INVESTIGATIVE REPORTING

In conformance with the requirements set forth within the New Jersey Missing Persons Act of 1984, as cited in Section 3(a) and Section 3(c), the New Jersey State Police has developed a centralized data base for missing persons and unidentified bodies. The system became fully operational on September 1, 1984 and can presently accommodate up to 25,000 missing person and unidentified body records with the capability for further expansion.

At present, the Data Management System consists of numerous related programs including a primary data file for missing persons. The Missing Persons File contains the names and profiles of all reported missing persons in New Jersey. Information regarding missing persons is gathered from NJLETS messages and NCIC entries on a daily basis and stored in this file.

The Missing Persons Unit's Data Management System, as formulated, also serves as an investigative and analytical tool for the Missing Persons Unit. Statistical and demographic profiles on missing children and adults can provide information which includes trends involving missing persons in specific geographic locations. This information is available to all inquiring law enforcement agencies.

The June 12, 1984 and March 7, 1985 Directives issued by the Attorney General required reporting of missing persons into the National Crime Information Center (NCIC) and the New Jersey Law Enforcement Teletype System (NJLETS). This has significantly improved entry documentation on missing persons in New Jersey.

IMPROVEMENTS TO DATE

NEW JERSEY (continued)

EDUCATION / AWARENESS

In an attempt to impliment standardized instruction and to share expertise on the techniques of investigating missing persons and unidentified bodies with other law enforcement professionals, the New Jersey State Police Missing Persons Unit has developed a comprehensive instructional lesson plan. Outlining appropriate investigative response regarding missing persons and unidentified bodies, the lesson plan is being utilized at training programs at the New Jersey State Police Training Academy and the various municipal training academies throughout the State. The program has been approved by the New Jersey State Police Training Commission for use at all police training academies within this State and is in conformance with training requirements cited in the New Jersey Missing Persons Act, Section 3c.

To facilitate this instruction the Missing Persons Unit has published several handouts on preventive measures regarding juveniles. The Unit has authored a monthly newsletter containing the most current information on Missing Persons. The Newsletter also contains photographs and pertinent information of active missing person investigations and is distributed to every law enforcement agency within the borders of New Jersey, along with the FBI and all state police agencies in the United States.

Additionally, the Office of the Attorney General in cooperation with the New Jersey Commission on Missing Persons has published two timely, "Messages From the Attorney General on Missing Persons" during this past year. These publications outline proactive and reactive measures which can be utilized by the general public.

During this past year numerous training, educational and preventative programs have been presented by the Missing Persons Unit and the New Jersey Commission on Missing Persons: Missing Persons Unit personnel conducted over 150 training programs and prevention presentations. Representatives from the New Jersey Commission on Missing Persons has conducted an additional 150 educational / prevention programs.

IMPROVEMENTS TO DATE

NEW JERSEY (continued)

JUVENILES

In an effort to examine the current runaway, missing and homeless problem in New Jersey, the Garden State Coalition for Youth and Family Concerns, Inc., in conjunction with the Department of Social Work at Rutgers University, has implemented a research project.

The research project was designed to examine episodes involving juveniles that come to the attention of local human service groups but would not necessarily be reported to the police or state level authorities. The study is being funded through a \$64,000 grant allocation from the United States Department of Health and Human Services, Family and Youth Service Bureau.

Utilizing a computer networking system participating member agencies located throughout New Jersey will interview runaway juveniles. Member agencies will gather and process this data through the system for a period of eighteen months. The information will then be analyzed to assist in the determination as to what causes children to runaway and what happens to them when they are gone.

ADULTS

Investigative response and follow-up investigation regarding missing adult complaints has improved statewide.

During the past year approximately 50% of New Jersey State Police Missing Persons Unit workload involved missing adults, unidentified living and/or unidentified adult bodies.

IMPROVEMENTS TO DATE

NEW JERSEY (continued)

UNIDENTIFIED BODIES

There are (18) eighteen unidentified bodies in storage at the New Jersey Medical Examiners Office. The New Jersey State Police Missing Persons Unit and the New Jersey State Medical Examiners Office have begun the process of x-ray examination, dental examination, personal effect cataloging, fingerprinting, and photography as applicable. The information is being documented on the NCIC unidentified persons report and registered with the New Jersey State Police Missing Persons Unit and National Crime Information Center.

Participation in police training programs has been undertaken by the State Medical Examiners Office. At least (6) six classes of the New Jersey State Police Training Academy in Sea Girt have been exposed to in-service training by members of the State Medical Examiners staff. Additionally, at least (10) ten Cadet classes have been exposed to the missing person and unidentified persons problem during orientation lectures concerning the role of the medical examiner in New Jersey. The ongoing police training program is being conducted at the technicians, physicians and administrative levels.

SECTION FOUR

REMAINING ISSUES WHICH REQUIRE ATTENTION IN NEW JERSEY

MISSING PERSONS

DOCUMENTATION / STANDARDIZED INVESTIGATIVE REPORTING

It has been experienced that inadequate practices regarding timely cancellations of NCIC entries and NJLETS entries still exist.

It is routinely reported by the media that thousands of children were missing annually. Little distinction is made as to attendant circumstances concerning the reported disappearances. The FBI National Crime Information Center emerged as one agency that provided the most comprehensive documentation regarding all categories of missing persons. (fig 1)

CATEGORY	MISSING PERSONS REEPORTS—NCIC			
	1984 and 1985		New Jersey	
	Nationally 1984	1985	1984	1985
Juvenile	232,183	329,508	8,045	11,591
Endangered	10,493	13,398	306	473
Disabled	21,933	28,209	1,269	1,484
Involuntary	10,654	14,816	208	416
Victim	91	213	2	8
TOTAL	275,354	386,143	9,902	13,972

(fig 1)

NOTE: It should be recognized that this total does not represent the full number of individuals who are still missing from that time frame as all juveniles were automatically deleted from the NCIC system when he/she reached his/her age of emancipation. The total number of deletions as a result of emancipation were reported to be 417 persons in New Jersey, significantly increasing the overall state total.

From an Active Case Printout provided by the FBI National Crime Information Center, it was learned that between the date of January 1, 1976 through December 31, 1984, there were 1316 persons still listed as missing in New Jersey. Each of the 171 police agencies having active missing persons cases on record during that period were queried. It was learned that of that total, 913 cases were actually considered closed (fig 2). Of the 913 cases, approximately 400 were not cancelled by the originating agency.

REMAINING ISSUES WHICH REQUIRE ATTENTION IN NEW JERSEY

MISSING PERSONS (continued)

DOCUMENTATION / STANDARDIZED INVESTIGATIVE REPORTING

ACTIVE MISSING PERSONS REPORTS — NCIC JANUARY 1, 1976 to DECEMBER 31, 1984		
CATEGORY	PRE—STUDY	POST STUDY
Juveniles	943	204
Endangered	85	59
Disabled	208	105
Involuntary	79	35
Victim	1	0
TOTAL (fig 2)	1316	403

Figure 3 is a summarization of all Active Missing Persons Cases for New Jersey as reported to the National Crime Information Center between the period of January 1, 1976 through December 31, 1985.

ACTIVE MISSING PERSONS REPORTS — NCIC JANUARY 1, 1976 - DECEMBER 31, 1985	
CATEGORY	TOTAL
Juveniles	1866
Endangered	133
Disabled	324
Involuntary	126
Victim	4
TOTAL (fig 3)	2455

REMAINING ISSUES WHICH REQUIRE ATTENTION IN NEW JERSEY

MISSING PERSONS (continued)

DOCUMENTATION / STANDARDIZED INVESTIGATIVE REPORTING (continued)

From this study it became apparent that inadequate practices still remain regarding timely cancellation of NCIC entries on the part of some police agencies in New Jersey:

* Some police agencies are not totally conforming to requirements regarding NCIC/NJLETS simultaneous entries.

It has been experienced by Missing Persons Unit personnel that not all police departments in the state have been entering appropriate information into NCIC and NJLETS at the same time as required. A number of reasons account for this deficiency including a lack of training and/or comprehension of the two systems on the part of the originating agency. Creation of a single entry format could remedy this situation.

* A lack of standardized reporting throughout the state still exists concerning reporting and investigation of missing persons.

It has been determined that there is no standardized investigation report form used by municipal and county agencies upon receipt of the missing persons complaint. Uniform Crime Reporting (UCR) investigative reports are not used for missing persons investigations, therefore, it is the responsibility of each individual agency to develop and maintain their own investigative reports with respect to missing persons complaints. Use of the NCIC Missing Persons Report form could remedy this situation.

REMAINING ISSUES WHICH REQUIRE ATTENTION IN NEW JERSEY

MISSING PERSONS (continued)

EDUCATION / AWARENESS

New Jersey school systems lack uniformity regarding educational programs dealing with precaution, prevention and procedures involving abductions of juvenile school children.

Coincidentally, a lack of knowledge concerning the issue also exists on the part of parents. A more concentrated effort is required to provide awareness programs to the public sector.

A continued need exists for police training, both at the basic training level and for experienced police personnel. Proper response, initial investigation and follow-up investigation are essential in missing person cases.

JUVENILES

RUNAWAYS: There is little known as to the reasons runaways leave and what they do while they are gone. A lack of qualitative and quantitative information exists in this area which encompasses 70% of the total missing person population.

The repetitiveness associated with runaway juveniles has become a significant factor in causing a low priority approach on the part of law enforcement in general. The Attorney General's Directives of June 12, 1984 and March 8, 1985 have certainly improved police action with respect to repetitive runaways but not without imposing additional department costs and manpower allocations in the process.

PARENTAL ABDUCTIONS: Due to media exposure and recent emphasis placed upon education and awareness by the Missing Persons Unit, the New Jersey Commission on Missing Children and the New Jersey Commission on Missing Persons, there have been significant increases in police involvement regarding parental abduction cases. However, a standard uniform policy on parental abduction is still lacking and the existing interference with custody law is inadequate.

STRANGER ABDUCTIONS: The abduction of children by unknown individuals still remains the least common of missing children cases, yet is most feared by the general public. There is a lack of statewide exchange of information through NJLETS on the part of law enforcement concerning those cases which involve children who are detained by unknown individuals, sexually molested and then released.

REMAINING ISSUES WHICH REQUIRE ATTENTION IN NEW JERSEY

MISSING PERSONS (continued)

EXPLOITATION OF JUVENILES

The areas of child pornography, child prostitution and pedophilia require intensive research to determine the exact scope of the problem.

ADULTS

Persons who are medically or physically disabled are at a personal risk when reported missing. Patients with heart diseases, diabetics, and people who suffer from seizure disorders may rapidly develop life threatening symptoms if they do not receive medication. These and similar patients who suffer from illness which may suddenly be precipitated or exacerbated by the absence of regular medication should be so classified by their physicians and a specific recommendation that they carry an alert mechanism should be made to them as part of their disease management. This may take the form of a registered alert medallion, available at medical supply stores and elsewhere. People who are unable to perform skills of daily living without assistance are less liable to wander off, but may occasionally do so and should carry some means of identification as well as some indication that they may be medically, physically, or emotionally disabled. This may include some alert mechanism for specific identification sewn into the inside of clothing. People with impaired memories who may wander off similarly should have both their medical needs and their personal identification registered, and present on their persons or in their clothing.

REMAINING ISSUES WHICH REQUIRE ATTENTION IN NEW JERSEY

MISSING PERSONS (continued)

PROFIT /NON—PROFIT / VOLUNTEER GROUPS

Over the past few years, a number of private groups involved with the missing persons issue have emerged in New Jersey. This influx was primarily generated by the perception on the part of individuals and groups that the law enforcement response to the missing children problem was not meeting community expectations or for other different reasons. Some of these organizations are private for profit groups looking to meet community/parent perceived needs and other are civic volunteer groups willing to respond to the needs of the community. In addition, other non-profit groups have become involved in the missing persons issue for various reasons.

Presently, no monitoring system exists regarding these groups. Qualifications of the members of these various groups vary and expertise may be lacking. There are presently no threshold requirements associated with those individuals who employ as members of the various groups.

The definitive roles of the numerous groups are varied and unclear with respect to actual services performed. There is no current facility to require review of their activities and to evaluate their overall effectiveness. There also exists little or no cooperative networking among a majority of these groups.

UNIDENTIFIED BODIES

Medical Examiners are not uniformly trained in identification methods. In some medical examiners offices, the philosophy may have prevailed that the identification of the decedent is a police problem. However, many of the factors which are needed to establish the identity are available to the medical examiner who is in control of the body. Specifically, the physical appearance of the decedent, the medical condition of the decedent, the decedent's dental characteristics, anthropologic characteristics, postmortem fingerprints and x-rays, and clothing and jewelry found on the body are all under the direct and immediate control of the medical examiner. Some medical examiners do not understand the relationship between the different modalities of identifying people and have not been exposed to the problem sufficient enough to develop the kind of skills necessary to assist in the identification process.

REMAINING ISSUED WHICH REQUIRE ATTENTION IN NEW JERSEY

MISSING PERSONS (continued)

UNIDENTIFIED BODIES (continued)

Uniform reporting is not consistent. Prior to the establishment and availability of the NCIC registry, the standard form in use by the county medical examiner was ME—UP—01/SAC 157 (1-8), the unidentified person report which was developed by the State Medical Examiner Office and the New Jersey State Police Major Crime Unit. The format however, was not mandated and was uniformly accepted or used by the county medical examiners many of whom were inexperienced in the problem of identification, and who defaulted to the other agencies. Although some medical examiners who are trained in forensic pathology and who understand the problems of identification may utilize that form and may take an active part in the identification process, it is often determined that not all medical examiners avail themselves of the established format.

UNIDENTIFIED LIVING PERSONS

Unidentified living persons such as: lost children, memory impaired persons and amnesia victims are at personal risk when missing. Children who become lost in public places are at risk for abduction and exploitation. A minority of these children in addition to being lost may also be medically impaired. Although these very young and lost children may know their own names, they may not be capable of identifying their family and residence. Some children may be abandoned. Some elderly and some younger people with illness of the nervous system may wander off and find themselves in situations where they are disoriented and cannot return home, or cannot relay this information to others. This problem may exist, to a large extent, in custodial type facilities, boarding homes, senior citizen complexes, halfway houses, as well as in private residences where the elderly may be cared for by the family.

Persons who have suffered head injuries may become amnesiac and even though hospitalized and under care for their medical conditions, may be unable to identify themselves sufficiently to be returned home. Standard unidentified persons procedures will assist in matching the amnesia victims with a reported missing person making it possible to return the victim to his proper surroundings.

SECTION FIVE

RECOMMENDATIONS

POLICE RESPONSE

1. All outstanding missing persons should be entered into the National Crime Information Center (NCIC) and the New Jersey Law Enforcement Telecommunications System (NJLETS) by the investigating agency if the case is still pending, regardless of how old the case may be.
2. The Attorney General's Directives of June 12, 1984 and March 7, 1985 should be legislated into law, abolishing any waiting period and requiring entry into NCIC/NJLETS.
3. Police agencies receiving missing and/or unidentified persons complaints should conduct daily follow-up inquiries for the first week and weekly inquiries thereafter for the first month following the receipt of a complaint of a missing person.

DOCUMENTATION / STANDARDIZED INVESTIGATIVE REPORTING

1. A single entry form should be created for NCIC and NJLETS thereby eliminating duplication of effort and lessening probability of human error in entry conformation.
2. The NCIC Missing Persons Report Form Packet should be adopted as the standard reporting document to be used by all police agencies required to investigate missing and unidentified persons in New Jersey.

RECOMMENDATIONS

DOCUMENTATION / STANDARDIZED INVESTIGATIVE REPORTING (continued)

3. The fragmentation of investigative oversight agencies has a natural tendency to create tension, competition and a sense of separateness which in turn can create the opportunity for a segment of the population to be overlooked or more commonly referred to as "falling through the cracks". Therefore, it should be designated through legislative measures, that the New Jersey State Police Missing Persons Unit be responsible as the investigative oversight agency for all missing and unidentified persons regardless of age, sex, race or any other characteristic.

4. Certification of NCIC entry/deletion files should occur bi-monthly instead of semi-annually. Timely audits should also be conducted to establish proper cancellation and clearing rates.

EDUCATION / AWARENESS

1. The State of New Jersey should establish a toll free information telephone number.

2. A library of existing and available publications and other resources should be expanded and maintained at the Office of the New Jersey Commission on Missing Persons.

3. Educational safety programs should be expanded at the primary and secondary school levels.

4. One week each year should be designated as prevention and awareness week.

RECOMMENDATIONS

MISSING PERSONS (continued)

EDUCATION / AWARENESS (continued)

5. In-service training programs for experienced police officers should be expanded and lesson outlines should be made available to all law enforcement agencies for their use in training their own personnel. A minimum of eight hours training should be required for experienced police personnel.

6. There should be mandated training for medical examiners and staffs. Both the physicians who are responsible for the decisions and the professional examinations, as well as their clerical and technical staff should be thoroughly familiar with the problem of missing persons, unidentified living persons and unidentified decedents. The technical and professional information and processes should be known to all persons who deal with unidentified bodies. No person who is unfamiliar with the process should have any responsibility for the management of unidentified bodies. The mandating of such training will overcome some of the reluctance which might exist in the medical examiner system, which is to date largely staffed by physicians on a part-time basis.

7. Recommend revision of NJS 26:8-62 (Certification or certified copy of records; search fee). This statute allows any non custodial parent to obtain a certified copy of the birth certificate of his/her non custodial child/children without question.

RECOMMENDATIONS

MISSING PERSONS (continued)

EDUCATION / AWARENESS (continued)

8. The State Board of Education should collaborate with social service agencies, including the Department of Youth and Family Services and State and local law enforcement agencies, to develop educational materials on how to increase public awareness and education.
9. The formulation of an *Investigators Guide for Investigation of Missing Persons Cases* is recommended in order to serve as a general model for the investigation of missing and unidentified persons in New Jersey.
10. Child fingerprinting programs should continue to be organized in every New Jersey county to insure that every New Jersey child has the opportunity to be fingerprinted and that his/her parents are provided with the fingerprints.
11. Local task forces should be established where needed, to focus on the missing person problem from an inter agency cooperative approach.
12. Regular programs on prevention should be continued involving parent/teacher groups, civic groups and schools in conjunction with juvenile officers and social service agencies.

RECOMMENDATIONS

JUVENILES

1. Secure facilities are recommended to ensure the protection and safety of located missing juveniles. The secure holding facility should, whenever possible, be a facility maintained separately from any serious, violent adult or juvenile detainees and should be maintained for juveniles held in custody as runaways pending the notification of the parents or legal guardian.
2. The New Jersey Commission on Missing Persons should continue to monitor national research into the problem of missing children and adults and should publicize important developments and relevant information.
3. There is a need for continued qualitative research into runaway behavior and profiling the types of missing children themselves, the circumstances of their disappearances and their experiences while missing.
4. School districts should provide individuals who have court authorized custody of a child or children the opportunity to register the court order with the school to prevent parental abductions.
5. At present, many states will not provide investigative assistance in parental abduction cases as a 4th degree crime; most such cases are classified only as a disorderly persons offense in many venues. Therefore, it is recommended that Interference with Custody (N.J.S.A. 2C:13-4) be upgraded to a crime of the third degree.
6. Recommended reinstatement of the offense "Contributing to the Delinquency of a Minor" which would tend to prevent delay in the return of a minor when located.
7. Schools should be amended to notify parents if a child does not arrive at school on a regular school day.
8. A runaway hotline used expressly to assist with runaway situations should be established.

RECOMMENDATIONS

JUVENILES (continued)

9. Recommended establishment of runaway counseling programs for both children and parents.

10. Communities should provide services and programs specifically geared to help repeat runaways and their families, in order to relieve law enforcement agencies from the burden of conducting numerous investigations and searches for repeat runaways.

ADULTS

1. From time to time, the remains of unidentified decedents who are victims of disaster, injury or natural disease are found. In some instances these people have medical prostheses such as hip pins and plates or dental prostheses such as bridges or dentures. The serial registration or stamping of serial numbers, or other tracable information on these prostheses would be instrumental in establishing the identity of the decedents if properly and routinely registered. For example: Pacemakers have the manufacturer's name and specific serial number imprinted on each device. Unfortunately, not all prostheses are marked as such: i.e. Orthopedic plates do not have a serial number or logical batch number. It would be helpful and easily accomplished if the manufacturer would stamp a serial number which could be registered and traced, rather than a batch number or no number at all. Medical and dental prostheses could be registered with the manufacturer or the Federal Food and Drug Administration with respect to medical/physically disabled persons.

RECOMMENDATIONS

ADULTS (continued)

2. Other means of registering identifying features of personal identity should be encouraged such as alert medallions, identification bracelets or necklaces for persons who are at risk due to medical deficiencies, occupational hazards or other factors. Joggers, bicyclists and airplane crews for example as well as people with specific medical problems requiring constant medication or with mental health problems requiring regular supervision should be encouraged to maintain some means of identification on their persons which would assist in the identification process if necessary.

PROFIT / NON PROFIT / VOLUNTEER ORGANIZATIONS

1. It is recommended that the NJSP Missing Persons Unit and the NJ Commission on Missing Persons not play a role in the investigation of volunteer groups and non-profit groups since such activity takes away from the ability of these agencies to perform their primary mission in establishing policy and procedure and executing missing unidentified persons program.
2. It is recommended that the NJSP Missing Persons Unit and the New Jersey Commission on Missing Persons, should as a matter of policy avoid endorsement of private sector volunteer groups as is consistent with the private sector in other areas.
3. It is further recommended that this area be examined further and that a procedure be established whereby voluntary and non-profit organizations can be monitored, investigated if necessary, registered, trained and qualified.

RECOMMENDATIONS

UNIDENTIFIED BODIES

1. The medical examiner is frequently confronted with bodies which are found and are not visually recognizable and, in other instances, with bodies which are visually recognizable but with no other identification on them. The NCIC Unidentified Person Report Form Packet includes all the scientific modalities required to secure an identification if comparison material is available. This format is useful on a statewide and nationwide level due to its inherent compatability with the national registry. The NCIC Unidentified Persons Report Form Packet should be adopted as the standard reporting document to be used by all agencies required to investigate unidentified persons and unidentified decedents in New Jersey.

2. All uncleared, unidentified decedents currently in storage should be registered into NCIC in as complete a form as possible. The bodies currently in storage may not have the identification procedures performed in as complete a fashion as is required by the NCIC report form. Registration of these bodies can reasonably be expected to produce some identifications.

RECOMMENDATIONS

UNIDENTIFIED BODIES (continued)

3. All unidentified decedents should be registered with the New Jersey State Police Missing Persons Unit and NCIC within three working days of the report to the Medical Examiners Office. More than 75% of the decedents who arrive at a medical examiners office with the designation "unidentified" or "John or Jane Doe" have some preliminary indication of their possible identification and are subsequently identified within one or two working days. If no leads develop by the third day after reported to the medical examiners office, there is a high likelihood that the decedent will remain unidentified unless the decedent's body features are matched from a large pool of missing persons, such as those registered with the NCIC. Promptness in identification is necessary in the initial stages of a criminal investigation and may be crucial to non-medical death investigations as well as humane consideration of the family and friends of the decedent who may be missing.

4. The State Medical Examiners Office should present a standard procedure for the management and disposition of unidentified human remains to include information requested by the NCIC Unidentified Body Report, New Jersey State Police Missing Persons Unit and any technical procedures available. The State Medical Examiners Office is responsible to supervise the 21 county medical examiner offices in New Jersey and is the central administrative and management office for the medical examiner system in New Jersey. A minimum standard procedure is required in order to extract the most extensive and accurate information from unidentified bodies which are under investigation in the medical examiners system. The State Medical Examiner Office is in the position to provide such instructional material and to provide technical support where needed.

RECOMMENDATIONS

UNIDENTIFIED BODIES (continued)

5. No unidentified decedents should be cremated in the State of New Jersey.
6. No unidentified person should be buried without prior registration with NCIC and the New Jersey State Police Missing Persons Unit to ensure that all proper identifying data has been collected. This program could be monitored by the State Medical Examiner Office in concert with the Bureau of Vital Statistics and the Department of Health.
7. Unidentified decedents should be buried only in hermetically sealed metal cases. In the event that the body must be disinterred and to prevent co-mingling with bodies in adjacent grave sites.

UNIDENTIFIED LIVING PERSONS

1. Procedures should be established within shopping centers/malls in case of a lost child or person.
2. The Unidentified Persons Report should be used in Unidentified Living Persons Investigations.
3. Appropriate hospital personnel should receive training in situations and circumstances which contribute to missing persons who do not know their own identity.

SECTION SIX

OTHER RECOMMENDATIONS

1. In order to facilitate appropriate reporting and the investigation of missing persons it is recommended that provisions be made for assistance in the purchase of necessary equipment for use by local law enforcement agencies. This assistance could be derived utilizing funds from federal, state and local sources.
2. It is recommended that video taping of testimony be done in cases of sexual abuse of children for court room testimony.
3. Recommend continued study into the areas of child pornography and child prostitution.
4. Voluntary fingerprinting of people who are at risk should be encouraged. Voluntary fingerprinting of children should be explained in the school setting and voluntary fingerprinting of vulnerable elderly should be explained in nursing homes, senior citizen complexes and homes for the elderly.
5. Police and school crossing guards should be augmented as much as possible in areas of high risk.
6. The New Jersey Commission on Missing Persons in consultation with the Missing Persons Unit should continue to actively participate in the recommendation for legislation in areas related to missing persons and child exploitation.
7. The "Return Process" associated with such projects as Trailways "Home Free" should be examined, researched and developed to aide law enforcement officials.

OTHER RECOMMENDATIONS (continued)

8. Record checks should be done on all persons dealing with children on a daily basis. The Commission recommends that further study be conducted in this area as to definition, feasibility and plan.

9. The Commission on Missing Persons continue to be responsive to complaints from parents, legal guardians, next of kin, or other responsible persons and agencies functioning as reporters of a missing person.

[OFFICIAL COPY REPRINT]
ASSEMBLY COMMITTEE SUBSTITUTE FOR
ASSEMBLY, Nos. 1121 and 1647

STATE OF NEW JERSEY

ADOPTED JANUARY 27, 1983

By assemblyman W. BROWN and Assemblywoman WRIGHT

An Act creating a Commission on Missing Persons and a Missing Persons Unit in the Department of Law and Public Safety * and making an appropriation therefor*.

1 Be it enacted by the Senate and General Assembly of the State
2 of New Jersey:

1 1. The legislature finds that more than 10,000 "missing persons"
2 reports are filed in New Jersey each year and that hundreds of
3 individual reports are turned into local police departments each
4 week, and that the local police departments have neither the re-
5 sources nor the experience to carry out a thorough missing persons
6 investigation. The Legislature further finds that, without the exper-
7 tise developed by experienced missing persons investigators, au-
8 thorities may inadvertently pass over a report in which the missing
9 person has actually been kidnapped or has met foul play. Federal
10 and State law enforcement officials have recommended that missing
11 persons cases in New Jersey could be better handled by a Statewide
12 effort specializing in this matter.

1 2. There is established within the Department of Law and Public
2 Safety in the Division of State Police a Missing Persons Unit.
3 The Superintendent of State Police shall appoint a supervisor of
4 the unit with the rank and pay of at least a lieutenant in the New
5 Jersey State Police, any other personnel, with the equivalent rank
6 and pay of their positions in the New Jersey State Police, and any
7 civilian personnel, including local law enforcement personnel,
which

8 he deems necessary to carry out the provisions of this act. All
9 persons assigned to the Missing Persons Unit shall devote their
10 full-time duties to carrying out the provisions of this act.

1 3. In addition to any other powers and duties invested in it by
2 law or by the Attorney General, the unit shall:

3 a. Coordinate, file and investigate all missing persons cases in

4 this State, and cooperate with local law enforcement officials and
5 federal law enforcement officials in the creation of a centralized
6 office on missing persons in this State:

7 b. Provide staff support for the work of the Commission on
8 Missing Persons:

9 c. Collect and maintain data on missing persons and unidentified
10 bodies in this State and throughout the United States;

11 d. Coordinate efforts with other states and with the federal
12 government in the investigation of cases involving missing persons
13 or unidentified bodies;

14 e. Provide specialized training to law enforcement officers and
15 medical examiners in this State, in conjunction with the Police
16 Training Commission, which would enable them to more efficiently
17 handle the tracing of missing persons and unidentified bodies on
18 the local level;

19 f. Employ the services of local law enforcement agencies or other
20 social or government agencies.

1 4. To assist and advise the Attorney General in the Administra-
2 tion of this act there is created within the Department of Law and
3 Public Safety, a 16-member Commission on Missing Persons, which
4 shall consist of the following persons:

5 a. The Attorney General, the Superintendent of State Police,
6 the State Medical Examiner and the Special Agent-in-Charge of
7 the State of New Jersey for the Federal Bureau of Investigation,
8 ex officio, or their designated representatives;

9 b. Four public members, two to be appointed by the Governor,
10 one to be appointed by the President of the Senate and one to be
11 appointed by the Speaker of the General Assembly; and

12 c. Six law enforcement officers to be appointed by the Governor;
13 each representing a different county of this State. For the purposes
14 of this subsection, "law enforcement officer" means a permanent,
15 full-time, active member in good standing of a law enforcement
16 agency of a municipality or county in this State; but shall not
17 mean a member of the State Police.

18 d. Two members from social service agencies to be appointed by
19 the Governor.

1 5. a. The designation of a chairman and two vice-chairmen of
2 the commission, who shall be chosen pursuant to subsection e. of
3 this section, shall be made by the Governor after consultation with
4 the Attorney General.

5 b. Initial appointments to the commission shall be made by the
6 Governor, the Senate President and the Speaker of the General

7 Assembly within 90 days after enactment of this act and shall be
8 for the terms as follows:

9 (1) Three members listed in subsection b. of section 4 of this act
10 for two years, except that the members appointed by the Senate
11 President and the Speaker of the General Assembly shall serve
12 terms concurrent with the term of the respective appointing
13 authority.

14 (2) One member listed in subsection b. of section 4 of this act
15 for three years.

16 (3) Two members listed in subsection c. of section 4 of this act
17 for one year.

18 (4) One member listed in subsection c. of section 4 of this act
17 for one year.

18 (4) One member listed in subsection c. of section 4 of this act
19 for two years.

20 (5) One member listed in subsection c. of section 4 of this act
21 for three years.

22 (6) One member listed in subsection c. of section 4 of this act
23 for four years.

24 (7) One member listed in subsection c. of section 4 of this act
25 for five years.

26 (8) One member listed in subsection d. of section 4 of this act
27 for three years.

28 (9) One member listed in subsection d. of section 4 of this act
29 for four years.

30 c. After the expiration of the initial appointments, all members
31 listed in subsections b., c. and d. of section 4 of this act who have
32 been appointed by the Governor shall be appointed for terms of
33 five years each, except that no member shall serve more than two
34 five-year terms. The members appointed by the Senate President
35 and the Speaker of the General Assembly shall serve terms con-
36 current with the term of the respective appointing authority. If a
37 member listed in subsection c. of section 4 of this act is not re-
38 appointed upon the expiration of this member's term, the next
39 member to be appointed shall not represent the same county, but
40 shall represent a county which is not represented on the commission
41 at the time of the appointment. Membership on the commission for
42 all members appointed pursuant to subsections c. and d. of section 4
43 shall be contingent upon their occupational status not changing for
44 the duration of their appointed term. All members of this commis-
45 sion shall remain in office until a successor has been appointed.

46 d. Appointments to fill vacancies on the commission shall be for
47 the unexpired term of the member to be replaced.

48 e. The Governor shall designate one member as chairman and
49 two members as vice-chairman from among the
50 members listed in subsection c. of section 4 of this act; each of
51 whom shall serve in the designated capacity throughout the mem-
52 ber's entire term and until a successor is appointed and qualified.
53 The chairman and vice-chairmen shall not serve in their capacities
54 for more than five years. The chairman shall be the chief executive
55 officer of the commission.

56 f. A member of the commission may be removed from office by
57 the appointing authority for misconduct in office, willful neglect
58 of duty, or other conduct evidencing unfitness for the office or for
59 incompetence.

1 6. No member of the commission shall be compensated for the
2 term of service, but all members shall be entitled to reimbursement
3 for expenses actually incurred in the performance of duties, in-
4 cluding expenses of travel outside of the State.

1 7. The commission may employ the secretarial and clerical
2 personnel it deems necessary. The commission may employ the
3 services of the Attorney General's office which shall represent the
4 commission in any proceeding to which it is a party, and shall
5 render legal advice to the commission upon request. The com-
6 mission may contract for the services of other professional, tech-
7 nical and operational personnel and consultants whose assistance is
8 essential to the commission's performance of its responsibilities
9 under this act.

1 8. The Commission on Missing Persons in conjunction with the
2 Missing Persons Unit shall have the general responsibility to:

3 a. Review information, data, reports, statistics or other material
4 collected by the Missing Persons Unit necessary to carry out the
5 purpose of this act;

6 b. Prepare a comprehensive State-action plan relating to the
7 problem of missing persons and unidentified bodies, on behalf of
8 the Governor, to be submitted to the Legislature within two years
9 of the effective date of this act, and to update this plan thereafter
10 on a yearly basis, by March 1;

11 c. Recommend to the Legislature other legislation that may be
12 necessary to carry out the purposes of this act;

13 d. Apply for, contract for, receive and expand for its purpose or
14 the purposes of the Missing Persons Unit any grants, gifts or
15 contributions of money or property from the federal government,
16 or any other source, public or private, subject to the approval of
17 the Attorney General;

18 e. Perform the other duties that are necessary to carry out the
19 purposes of this act.

1 9. A majority of the commission shall constitute a quorum for
2 the transaction of any business, the performance of any duty, or for
3 the exercise of any powers.

1 10. Except as expressly provided in this act, nothing herein
2 contained shall limit the powers, right, duties or responsibilities of
3 various law enforcement agencies of this State, or any of its politi-
4 cal subdivisions.

1 11. A monetary donation made available to the State through
2 the Missing Persons Unit or the Commission on Missing Persons
3 which specifies the purchase of items or materials which
4 the purposes of this act or any donation of items or materials which
5 meet the requirements of the Division of State Police, shall be
6 accepted by the Attorney General on behalf of the State and dis-
7 tributed or appropriated for law enforcement and specifically used
8 for the purpose of this act. A monetary donation shall be included
9 in the annual appropriation bill and distributed in the same manner
10 as other appropriations.

1 *12. There is appropriated to the Department of Law and Public
2 Safety from the General Fund \$450,000.00 to effectuate the purposes
3 of this act.*

1 *[12.]* *13.* This act shall take effect on the thirtieth day after
2 enactment.



State of New Jersey
DEPARTMENT OF LAW AND PUBLIC SAFETY
DIVISION OF CRIMINAL JUSTICE

IRWIN I. KIMMELMAN
ATTORNEY GENERAL

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CN 085
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DONALD R. BELSOLE
DIRECTOR

June 12, 1984

TO: ALL COUNTY PROSECUTERS
SUPERINTENDENT, DIVISION OF STATE POLICE

Re: Attorney General's Directive of June 12, 1984 for the
Investigation of Missing Juvenile Complaints

In recent months, welcome attention has been focused on the serious problem of missing persons in general, and missing juveniles in particular. In January, 1984, the State of New Jersey took a significant step forward in dealing with this problem by the creation of a Commission of Missing Persons and the establishment within the State Police of a Missing Persons Unit.

The fact remains, however, that it is the local authorities who are daily confronted with this problem and who can be most effective in satisfying the public that government is doing all that it can in this area. This is especially true where juveniles are concerned.

In New Jersey alone, more than 10,000 missing persons reports are filed each year, most of which involve juveniles. Many localities throughout the State have developed policies of waiting for 24 to 48 hours before initiating investigations. Where defenseless children are involved, this waiting period can be, and often is, tragically costly.

While in the majority of cases, the missing persons report turns out to be a "false alarm," there is no way of knowing this at the time. The fact that most missing persons reports wind up involving runaways or mistakes cannot be used as an excuse for society's failure to take all necessary steps to protect our children.

In view of these concerns, I am directing that all law enforcement personnel within your jurisdiction be instructed 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.


IRWIN I. KIMMELMAN
Attorney General

FORMAT FILE 6 MESSAGE

MESSAGE # FILE 6, AGENCY/STATION NAME

DATE

MISSING PERSON

Juvenile or adult (disabled, endangered, involuntary, disaster victim). If juvenile, indicate stranger abduction, parental abduction, runaway, or other circumstances.

NAME

DOB SEX RACE EYE HAI HGT WT SKN

SCARS, BIRTH MARKS, TATOOS, GLASSES/BRACES, AMPUTATIONS, ETC.

CLOTHING

VEHICLE INFORMATION - LIC / LIS / VIN / VMA etc.

LOCATION LAST SEEN

POSSIBLE DESTINATION

OCA/ORIGINATING AGENCY CASE NUMBER

AUTHORITY/ORIGINATING AGENCY NAME, NCIC AGENCY ID, TIME/INITIALS



IRWIN I. KIMMELMAN
ATTORNEY GENERAL

March 8, 1985

STATE OF NEW JERSEY
DEPARTMENT OF LAW AND PUBLIC SAFETY
RICHARD J. HUGHES JUSTICE COMPLEX
CN 080
TRENTON, N. J. 08625
609 292-4919

TO: ALL COUNTY PROSECUTORS
SUPERINTENDENT, DIVISION OF STATE POLICE

Re: Directive Regarding Investigation and Reporting of Missing Persons

During the past several months, considerable attention has been focused upon the problem of missing persons and various major steps have been taken to properly address this important problem in New Jersey.

Over the years, law enforcement agencies and the public have concluded that most missing persons involve runaways or persons who leave home for unexplained reasons. This misconception cannot be used as an excuse to take all necessary steps to protect our missing persons whose personal safety may be jeopardized. Mutual cooperation and effective communication among law enforcement agencies are vital to the successful conclusion of missing persons investigations.

Accordingly, I direct all law enforcement personnel within your jurisdiction to comply with the following procedures:

1. In accord with my Directive of June 12, 1984 regarding Missing Juvenile Complaints, all law enforcement personnel within your jurisdiction shall be instructed that as soon as an adult is reported missing, a complete record must be taken immediately and prompt action initiated to locate the missing adult. If the adult is not found within a reasonable time under the circumstances of the particular case, the information, which must be independently documented, shall be entered into the National Crime Information Center (NCIC) for storage in the National Crime Computer as soon as practical pursuant to federal regulations.
2. In all cases where missing juveniles or adults are entered into the National Crime Information Center (NCIC), a File 6 Message shall also be broadcast via the New Jersey Law Enforcement Telecommunications System (NJLETS) with county, regional, or statewide coverage. Dissemination of the File 6 Message shall be in accordance with the guidelines and limitations of the National Law Enforcement Telecommunication System (NJLETS).
 - (a) This message must be submitted at the same time as the NCIC message.
 - (b) The message shall be broadcast at least at the county level and expanded when the need exists.
 - (c) The File 6 Message format (attached herewith) shall include name, address, date of birth, sex, race, height, weight, hair, eyes, glasses, braces, scars, marks or tatoos, clothing, vehicle information, location last seen, possible destination, originating agency case number, and reporting authority. Also, indicate category (disabled, endangered, involuntary, disaster victim or juvenile). If a juvenile, indicate whether the disappearance is a stranger abduction, parental abduction, runaway or a result of other circumstances.


Irwin I. Kimmelman
Attorney General

LURES

The following are used on children as well as adults:

1. *Lure of Love and Affection*
This seems to be a popular way of luring people, especially when it comes to sexually exploiting someone, i.e., young children as well as teenagers. This type of person may well be integrated in our communities and this is one of the most often forgotten types of lure used.
Beware of someone taking a special interest in youngsters and teenagers. They may invite them on vacations, have access to their homes all hours of the day and night, or buy them gifts which may be expensive. They often offer money.
If you monitor your family's activities and you suspect anything or anyone, call your local police department.
2. *Lure of Seeking Help*
 - a. Asking directions is another great lure. Insist your child or teenagers stay away from people in vehicle requesting this type of help.
 - b. Asking help in finding something the person has lost, i.e., puppy dog, wallet, money or other things.
3. *Lure of Authority*
Some may try to impersonate a police officer, member of the clergy, firefighter, truant officer. Some may even have a vehicle that resembles the above. Although these cases are rare, they must not be overlooked.
4. *Lure of Ego/Fame*
Something children and adults are promised; modeling jobs, a chance to enter a beauty contest, or the opportunity for TV commercials as well as jobs paying quite a lot of money. Small children as well as young teenagers must be warned of this.
5. *Lure of Emergency*
"Your mother (or father) has been in an accident (or they are sick), you must come with me."
6. *Lure of Games of Fun*
Tickling, wrestling, make believe games. Things that would permit the molester to touch your child and which may go unnoticed.
7. *Lure of Threats of Fear*
Flashing of guns, knives, violent verbal threats, blackmail especially if the person has done something wrong.

IF SOMEONE IS MISSING

(New Jersey Residents Only)

1. Don't panic. Search your home thoroughly.
2. Call the local police immediately. Remember, there is no longer a waiting period in this state

to report anyone missing. The police are equipped to handle your problem. Ask them to fill out a missing persons report, to enter it into the FBI Computer, and to send out a state teletype alarm; it is the law.

3. Call friends and relatives as well as neighbors to see if he/she is with them.
4. Keep telephone lines open; limit all calls to 5 minutes, then leave open for 15 minutes.
5. Beware of other organizations that volunteer their services. Check with your local police to see if they are needed and to see what their background is in the area.
6. It is very important that when someone is lost or missing the answers don't come quite as fast as you expect, and it is an awesome responsibility to try to locate them, so be patient and let the police handle your problem. Do not be critical of police. If you have any questions that have not been answered, ask to see the Chief of Police.

RESOURCES

- * Your local police department.
- * Some counties have a countrywide missing persons unit and may be of some help. Call the New Jersey Commission on Missing Persons to find out if there is any county facility in your area.
- * New Jersey State Police Division Headquarters
Missing Persons Unit
P.O. Box 7068 - River Road
West Trenton, NJ 08625
609-882-2000
- * New Jersey Commission on Missing Persons
Richard J. Hughes Justice Complex - CN 085
Trenton, NJ 08625
609-984-5830
- * National Center for Missing and Exploited Children
1835 K Street N.W. - Suite 700
Washington, D.C. 20006
202-634-9821

The National Center for Missing and Exploited Children was created to be a national resource and clearinghouse able to give technical assistance to parents of missing children. Local law enforcement officers and groups that have been established to help the parents of missing children. It operates a 24-hour toll free number which is listed above. Teach your children this number to call if they are lost or need help. Be sure they always carry enough charge to make a phone call.

1. Know where your children are at all times. Be familiar with their friends and daily activities.
2. Be sensitive to changes in you child's behavior; they are a signal that you should sit down and talk to your children about what causes the changes.
3. Be alert to a teenager or adult who is paying an unusual amount of attention to your children or giving them inappropriate or expensive gifts.
4. Teach your children to trust their own feelings, and assure them that they have the right to say no to what they sense is wrong.
5. Listen carefully to your children's fears, and be supportive in all your discussions with them.
6. Teach youe children that noone should approach them or touch them in any way that makes them feel uncomfortable. If someone does, they should tell their parents immediately.
7. Be careful about babysitters and any other individuals who have custody of your children.
8. Never let 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 of leaving their wallet exposed on the seat of their car do leave their children so exposed.
9. Always accompany your child to the bathroom in a public place.
10. Teach your children their full name, your name, address and telephone number, including area codes.
11. Teach your child how to use a telephone. Practice using a pay telephone, with and without money, both dial and touchtone.
12. Make sure your child never accepts gifts or candy from a stranger.
13. Never allow your children to approach a car to give directions. Abductors will prey upon a child's sense of sympathy (for example: "I have lost my puppy. Can you help me find him?"). If suspicious, have your child run in opposite direction than the way the car is facing and run to a home or somewhere there is activity, i.e., store,home with car in driveway or a lighted house; not to run to a secluded area.
14. Keep your child in sight at all times. Shopping malls are crowded and offer abductors an easy place to pick up children.
15. 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.
16. 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 impliment 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.
17. 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.
18. 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 phone right now. May I take a message?"
19. 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 so your child can easily let authorities know the location.
20. 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.
21. If someone grabs hold of your child, teach him/her to yell, to draw attention to the situation. They should yell, for example, "Help me, this is not my mommy/daddy."
22. If you find yourself in a position where a child appeals for help, be prepared to offer it.
23. Take a look at your child daily. Know what they are wearing when they left the house.
24. 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.
25. Teach children and teenagers never to hitchhike.

BASIC RULES OF SAFETY FOR CHILDREN

As soon as your children can articulate a sentence begin the process of learning how to protect themselves against abduction and exploitation. Children should be taught:

- * If you are in a public place - for instance, a convenience store, shopping mall, carnival, or amusement park - and you get separated from your parents, don't wander around looking for them. Quickly go to a checkout counter, the security office, or the lost and found and tell the person in charge that you have lost your mom and dad and need help in finding them.
- * You should not get into a car or go anywhere with anyone unless your parents have told you that it is okay.
- * If someone follows you in a car or on foot, stay away from them. You don't need to go near a car to talk to the people inside. If need be, have child run in opposite direction than the way the car is facing and run to a home or where there is activity, i.e., store, home with car in driveway or a lighted house; not to run to a secluded area.
- * Grownups and other older people who need help should not be asking children for help; they should be asking older people.
- * No one should be asking you for directions or to look for a "lost puppy" or telling you that your mother or father is in trouble and that he will take you to them.
- * If someone tries to take you somewhere, quickly get away from them and yell or scream, "This man is trying to take me away" or "This person is not my father/mother".
- * You should try to use the "buddy system" and never go places alone.
- * Always ask you parents' permission to leave the yard or play area to go into someone's home.
- * Never hitchhike or get a ride home with anyone unless your parents have told you it is okay to ride with him or her.
- * No one should ask you to keep a special secret. If he or she does, tell your parents and teacher.
- * If someone wants to take your picture, tell your parents or teacher.
- * No one should touch you in the parts of the body covered by a bathing suit, nor should you touch anyone in those areas. Your body is special and private.
- * You can be assertive, and have the right to say no to someone who tries to take you somewhere, touches you, or makes you feel uncomfortable in any way.

DETECTING SEXUAL EXPLOITATION

Sexual exploitation should not be confused with physical contacts that are true expressions of affection. A warm place and healthy relationship can exist if adults respect the child and place reasonable limits on their physical interaction.

Child molesting is often a repeat crime. Many kids are victimized many times. The reality of sexual exploitation is that often the child is very confused, uncomfortable, and unwilling to talk about the experience to parents, teachers, or anyone else. But they will talk if you have already established an atmosphere of trust and support in your home, where your child will feel free to talk without fear of accusation, blame, or guilt.

Parents should be alert to the indicators of sexual abuse:

- * Changes in behavior, extreme mood swings, withdrawal, fearfulness and excessive crying.
- * Bed-wetting nightmares, fear of going to bed, or other sleep disturbances.
- * Acting out inappropriate sexual activity or showing an unusual interest in sexual matters.
- * A sudden acting out of feelings or aggressive or rebellious behavior.
- * Regression to infantile behavior.
- * A fear of certain places, people, or activities, especially being alone with certain people. Children should not be forced to give affection to an adult or teenager if they do not want to. A desire to avoid this may indicate a problem.
- * Pain, itching, bleeding, fluid or rawness in the private areas.

Child Protection is the Responsibility of Everyone

Because children cannot look out for themselves, it is our responsibility to look out for them. Every home and school should establish a program that effectively teaches children about safety and protection measures. As a parent, you should take an active interest in your children, and listen to them. Teach your children that they can be assertive in order to protect themselves against abduction and exploitation. And, most important, make your home a place of trust and support that fulfills your child's needs - so that he or she won't seek love and support from someone else.

THINGS THAT SHOULD BE KEPT IN A SAFE PLACE

1. Fingerprints (it is the law now for law enforcement to fingerprint your child if you make the request)
2. Recent clear, color photographs of your child (take a new one at least once per year).
3. Dental and medical records.
4. Physical description including height, weight, color of eyes and hair, scars, birthmarks, etc.
5. Sample of handwriting.
6. Birth Certificate.
7. Lock of hair.
8. Complete family history-paternal and maternal.



