

DEPARTMENT OF JUSTICE

Office of Juvenile Justice and
Delinquency Prevention

[OJP (OJJDP)-1212]

RIN 1121-ZB46

**Notice of the Fiscal Year 1999 Missing
and Exploited Children's Program
Proposed Program Plan and
Announcement of Discretionary
Competitive Assistance Grant**

AGENCY: Office of Justice Programs,
Office of Juvenile Justice and
Delinquency Prevention, Justice.

ACTION: Proposed Program Plan for
public comment.

SUMMARY: The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is publishing its Missing and Exploited Children's Program Proposed Program Plan for Fiscal Year (FY) 1999 and soliciting public comment on the overall plan and priorities. After analyzing the public comments on this Proposed Program Plan, OJJDP will issue its final FY 1999 Missing and Exploited Children's Program Plan.

DATES: Comments must be submitted by May 7, 1999.

ADDRESSES: Public comments should be mailed to Shay Bilchik, Administrator, Office of Juvenile Justice and Delinquency Prevention, 800 K Street NW., 3rd Floor, Washington, D.C. 20531.

FOR FURTHER INFORMATION CONTACT: Ronald C. Laney, Director, Missing and Exploited Children's Program, 202-616-3637. [This is not a toll-free number.]

SUPPLEMENTARY INFORMATION: The Missing and Exploited Children's Program is administered by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Pursuant to the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended, Section 406 (a)(2), 42 U.S.C. 5776, the Administrator of OJJDP is publishing for public comment a Proposed Program Plan for activities authorized by Title IV of the JJDP Act, the Missing Children's Assistance Act, 42 U.S.C. 5771 *et seq.*, that OJJDP proposes to initiate or continue in FY 1999. Taking into consideration comments received on this Proposed Program Plan, the Administrator will develop and publish a Final Program Plan that describes the program activities OJJDP intends to fund during FY 1999 using Title IV funds.

Other than solicitations for programs specified by Congress, solicitations for competitive grant applications under

the Final Program Plan will be published in the **Federal Register** at a later date. No proposals, concept papers, or other types of applications should be submitted at this time.

**Background: The Nature of the Problem
of Missing and Exploited Children**

For the purposes of Title IV, the term "missing children" refers to children who have been abducted by either a family or nonfamily member and includes children who have been abducted within the United States and those who have been abducted from the United States to a foreign country. The term "child exploitation" refers to any criminal activity that focuses on children as sexual objects and includes sexual abuse, child pornography, and prostitution.

The issues involving missing and exploited children are complex and diverse. Since 1984, OJJDP has supported a variety of research projects designed to provide the knowledge needed to make informed policy decisions and meet the information needs of the field. These projects include the 1988 National Incidence Study of Missing, Abducted, Runaway, or Thrownaway Children (NISMART); Abduction Homicide Investigation Solvability Factors; Obstacles to the Recovery and Return of Parentally Abducted Children; and the Missing Children and Criminal Justice Response to Parental Abduction Cases. (Preliminary results from NISMART II are expected to be available in late 1999.) This research indicates that abduction and exploitation can have a devastating impact on children and families. Lessons learned from research also provide the basis for this proposed program plan.

Family Abduction

NISMART estimated that 354,100 family abductions occur each year. Almost half (46 percent) of these abductions involved concealment, interstate transportation, or evidence that the abductor intended to keep the child indefinitely or permanently alter custody. Of this more serious subcategory of family abductions, a little more than half were perpetrated by men who were noncustodial fathers and father figures. Most victims were between the ages of 2 and 11. Half of these abductions involved unauthorized takings, and half involved failure to return the child after an authorized visit or stay.

Fifteen percent of family abductions involved the use of force or violence, and between 75 and 85 percent involved interstate transportation of the child.

About half of family abductions occurred before the parents' relationship ended. Half did not occur until 2 or more years after a divorce or separation, usually after parents developed new households, moved away, developed new relationships, or became disenchanted with the legal system. More than half occurred in the context of relationships with a history of domestic violence. An estimated 49 percent of abductors had criminal records, and a significant number had a history of violent behavior, substance abuse, or emotional disturbance. As NISMART found, it is not uncommon for child victims of family abduction to have their names and appearances altered; to experience medical or physical neglect, unstable schooling, or homelessness; or to endure frequent moves. These children are often told lies about the abduction and the left-behind parent, even that the left-behind parent is dead.

NISMART did not report on the number of children who are abducted within the United States and who are taken to or illegally retained in foreign countries. In 1998, the U.S. Department of State maintained a caseload of approximately 1,000 outgoing (from the United States to another country) international abduction cases. It is reasonable to project that these abductions will increase as the trend continues toward a global society characterized by relaxed restrictions on international travel and increasing numbers of cross-cultural marriages, separations, and divorces.

Nonfamily Abduction

NISMART estimated that 3,200 to 4,600 short-term nonfamily abductions are reported yearly to law enforcement. Of these abductions, approximately 200 to 300 were kidnappings in which the child was either murdered, gone overnight, transported a distance of 50 miles or more, or detained by a perpetrator who intended to keep the child permanently. Young teenagers and girls were the most common victims, and two-thirds of short-term abductions involved a sexual assault. A majority of the victims were abducted from the street, and most abductions (85 percent) involved the use of force.

Using data from household surveys, NISMART estimated that 114,600 nonfamily abductions were attempted in 1988, most involving strangers and usually involving an attempt to lure a child into a car. In a majority of these cases, the police were not contacted.

In 1993, OJJDP awarded a research grant to the Washington State Attorney General's Office to identify the

characteristics of successful child abduction homicide investigations. The study examined cases from urban, suburban, and rural areas and included both large and small law enforcement agencies. The study found that in more than half (53 percent) of the instances, the offender was known to the victim. Most victims were abducted within one-quarter mile of their last known location, while younger victims were usually abducted closer to their home. Victims were selected on the basis of opportunity in 57 percent of the offenses. Sex was the motivating factor behind the offenders behavior in most (70 percent) of the cases. More than two-thirds of the time, the initial call to law enforcement was to report a runaway or missing child. The research indicated that thorough, repetitive, organized neighborhood canvasses are critical to identifying the offender.

Child Exploitation

Children are also at risk of being victimized when they have run away, are expelled or "thrownaway" from home, or are otherwise lost or missing. NISMART estimated that each year 446,700 children run away from households and another 12,800 run from juvenile facilities. Of all runaways identified, 133,500 were without a secure and familiar place to stay during their episodes. More than a third ran away more than once during the year, and 10 percent traveled a distance of more than 100 miles. Of the runaways from juvenile facilities, almost one-half left the State. While most runaways were teenagers, almost 10 percent were 11 years old or younger.

NISMART also reported that approximately 127,100 children were either told directly to leave their households, not allowed to return, had caretakers who made no effort to recover them when they ran away, or had been abandoned or deserted. By comparison, for every thrownaway child, there were four runaway children. Most thrownaways were older teenagers.

Finally, NISMART estimated that 438,200 children are lost, injured, or otherwise missing each year. Of this total, 139,100 cases are serious enough for the police to be called. Almost half involve children under 4. Most of these episodes last less than a day. A fifth of the children experience physical harm. An estimated 14 percent of the children are abused or assaulted during the episodes.

The advent of the information age has exposed children to a new threat. Industry experts estimate that more than 10 million children currently go online and, by the year 2002, 45 million

children will use cyberspace to talk with friends, explore the universe, or complete homework assignments. In cyberspace, children are a mouse click away from exploring museums, libraries, and universities. Unfortunately, they are also a mouse click away from sexual exploitation and victimization.

While providing almost limitless opportunities to learn, the Internet has also become the new schoolyard for predators seeking children to victimize. Cloaked in the anonymity of cyberspace, sex offenders can seek victims with little risk of detection. They no longer need to lurk in parks and malls. Instead, they can roam from chatroom to chatroom trolling for children susceptible to manipulation and victimization. Chatroom stalking circumvents conventional safeguards and provides preferential sex offenders virtually unlimited opportunity to have unsupervised contact with children, which has grave implications for parents, educators, and law enforcement.

Impact on Children and Families

The victimization of children can have devastating effects on the child and the family. There are clear linkages between early childhood victimization and later violent behavior, such as school violence, drug abuse, and adult criminality. According to a 1995 National Institute of Justice study, child maltreatment has been shown to be a significant predictor of adult arrests for alcohol and/or drug abuse. Children who have been abducted and returned to their families often live in fear of being reabducted. Often, when a child is returned to his or her family after an extended period of time, limited psychological support is provided to either the child or the family. Almost four-fifths of victims and families of missing children do not receive mental health or counseling services.

For families of missing and exploited children, the impact of these crimes can have equally devastating effects. Emotions range from fear and anger to a sense of helplessness. Parents are often on their own when searching for their children. Like the victims of abductions, many parents do not receive the necessary support or counseling services to help them cope with this personal tragedy. When a child returns, the process of reunification typically takes no more than 15 minutes with no psychological or social service support. In most cases, the only nonfamily person present is a police officer.

Introduction to the Fiscal Year 1999 Program Plan

In 1984, Congress enacted the Missing Children's Assistance Act, which established the Missing and Exploited Children Program (MECP) within OJJDP. Under the Act, MECP is responsible for coordinating Federal missing and exploited children activities, providing a national resource center and clearinghouse, and supporting research, training, technical assistance, and demonstration programs to enhance the overall response to missing children and their families.

In FY 1998, OJJDP's Missing and Exploited Children's Program made significant advances in the course of meeting its responsibilities to provide services to children, parents, educators, prosecutors, law enforcement, and other professionals and interested persons working on child safety issues. Some of the notable accomplishments are summarized below.

In May 1998, OJJDP released *When Your Child Is Missing: A Family Survival Guide*. Written by parents for parents, the *Guide* provides firsthand insights into what families should do and expect when their children are missing. The *Guide* has been distributed to every law enforcement agency and public library across the country and to nonprofit organizations, State missing children clearinghouses, and family support programs. Copies of the *Guide* are available through OJJDP's Juvenile Justice Clearinghouse (JJC) at 800-638-8736.

OJJDP brought its Missing and Exploited Children's Program Web site online in April 1998. The Web site (www.ncjrs.org/ojjdp/missing/index.html) features Tips for Kids that tell children where they should go if they are scared, lost, or need help. It also provides children with information to help them avoid cyber-exploitation. The site has pages devoted to children, parents, teachers, and law enforcement and hypertext links to other Web sites of the Department of Justice and to the National Center for Missing and Exploited Children (NCMEC).

In FY 1998, OJJDP created the Internet Crimes Against Children (ICAC) Program to respond to the emerging threat of sex offenders' using computer-facilitated online technology to sexually exploit children. The focus of this initiative is to develop training and technical assistance programs to assist State and local law enforcement agencies respond effectively to the threat and to stimulate creation of regional multidisciplinary task forces.

Ten jurisdictions received assistance awards to implement regional task forces to address and combat Internet crimes against children that include representatives from law enforcement, victim services, child protective service agencies, and other relevant government and nongovernment agencies. The 10 jurisdictions are Bedford County Sheriff's Office, Virginia; Broward County Sheriff's Office, Florida; Colorado Springs Police Department, Colorado; Dallas Police Department, Texas; Illinois State Police; New York State Division of Criminal Justice Services; Portsmouth Police Department, New Hampshire; Sacramento County Sheriff's Office, California; South Carolina Office of the Attorney General; and Wisconsin Department of Justice.

Under the ICAC Program, funds are being used to implement safety education and prevention programs for children, parents, and educators; develop response protocols that foster collaboration, information sharing, and service coordination; and acquire sophisticated training and cutting-edge equipment for investigators. Ideally, these task forces will become regional clusters of technical and investigative expertise and will become part of a national law enforcement network that will assist parents, educators, prosecutors, and other professionals working on child protection issues.

In addition to funding the 10 ICAC Task Force cooperative agreements, OJJDP's MECP engaged in several other training and technical assistance activities to enhance ICAC prevention, intervention, and investigation efforts. In FY 1998, the National Center for Missing and Exploited Children received funding to establish a CyberTipline (<http://www.cybertipline.com>) to collect and forward to appropriate law enforcement agencies information from citizens regarding computer-facilitated sexual exploitation of children. Online since March 1998, the CyberTipline has already provided law enforcement with information that has resulted in arrests for child exploitation offenses and the safe return of children enticed from home by sex offenders.

OJJDP and NCMEC, in consultation with the Federal Bureau of Investigation (FBI), U.S. Customs Service (USCS), U.S. Postal Inspection Service (USPIS), and Child Exploitation and Obscenity Section (CEOS) of the Department of Justice, developed new law enforcement training programs and sponsored a national teleconference. The teleconference provided information regarding prevention, investigation,

applicable Federal law, and available resources to more than 30,000 viewers in over 400 downlink sites. The new training courses, Protecting Children Online (PCO) and Protecting Children Online Unit Commander (UC), were developed for law enforcement managers and investigators. Offered regionally, PCO is a 4½ day introductory course that provides information about Internet investigative techniques, interviewing and interrogation practices, and sex offender behavioral characteristics and discusses current statutory law and case decisions pertaining to electronic communications. UC is a 2½ day seminar concentrating on the broader policy and legal concerns and is designed to assist law enforcement executives develop and execute ICAC response plans for their agencies. The UC seminar is held on a monthly basis at NCMEC's Jimmy Ryce Law Enforcement Training Center in Arlington, Virginia. More than 400 law enforcement executives and investigators participated in these two courses in FY 1998.

Finally, OJJDP's MECP published *Forming a Multidisciplinary Team To Investigate Child Abuse*, the 12th title in OJJDP's Portable Guides series, and prepared *Use of Computers in the Sexual Exploitation of Children*, the 13th title, which is forthcoming. Three additional guides are scheduled for publication in FY 1999: *Cultural Competence and Child Abuse Investigations*; *Risk Profiles for Abduction and Appropriate Interventions*; and *Uniform Child Custody and Jurisdiction and Enforcement Act (UCCJEA): Implications for District Attorneys and Investigators*. OJJDP intends to continue the series to assist field professionals respond to child victimization issues.

In FY 1998, OJJDP's MECP received a National Performance Review Hammer award for program development in the area of international child abduction (ICA). Many factors can frustrate the return of children abducted to foreign countries. Communication problems, sovereignty issues, lack of legal infrastructure to enforce civil orders, and reluctance to return children for provincial or religious reasons are frequently encountered obstacles to recovering American children. These cases can also pose substantial legal, emotional, and financial challenges for the left-behind parent. Parents frequently take out second mortgages and exhaust their life savings on telephone calls, attorneys, and private investigators in the search for their children. Even if the children are

located, the search and legal process is often so expensive that parents cannot afford the airfare to bring their children home. In response to this need, OJJDP, with the Office for Victims of Crime, developed the International Child Abduction Travel Reunification Program to assist impoverished parents recover their children by providing funds for international travel.

Under a grant administered by NCMEC, 21 children in countries ranging from Malta to the Dominican Republic have been reunited with their families in the United States. In one case, an American child was returned home after being abandoned in a Middle East refugee camp. In another recovery, a child missing for 3 years was located in the foster care system of an African nation.

As part of its coordination responsibilities, MECP chairs the Federal Agency Task Force on Missing and Exploited Children. In FY 1998, an ad hoc subcommittee was formed to discuss issues, concerns, practices, and the Federal response relating to international child abduction. The subcommittee is preparing a report for the Attorney General detailing the findings and will include recommendations to improve and enhance the Federal response to these cases. Scheduled for completion in early 1999, the report will also guide development of resource guides for law enforcement and left-behind parents.

In FY 1998, through a cooperative agreement with Fox Valley Technical College (FVTC), OJJDP provided training and technical assistance to more than 4,500 law enforcement, prosecutors, and health and family services professionals. This comprehensive training and technical assistance program integrates current research, state-of-the-art practice and knowledge, and new technologies into courses that are designed to increase skills and abilities, enhance service coordination and delivery, and improve the investigation and handling of missing and exploited children cases. Specialized technical assistance was provided to practitioners and State and local juvenile justice agencies relating to information sharing, response planning, child protection legislation, Internet crimes against children, and multidisciplinary team development.

In May 1998, the Attorney General participated in OJJDP's Missing Children's Day Ceremony to commemorate American's missing children and to recognize extraordinary efforts by law enforcement officers working to reunite children and their families. The Attorney General presented the NCMEC Law Enforcement

Officer of the Year Award for excellent work in recovering missing children to Inspector Jose Berrios and Agents Cesar Nieves and Ismael Cintron, all of Puerto Rico; Detective Jim Munsterman of San Diego; and Detectives Christina Metelski and Billy Soso of Phoenix.

Fiscal Year 1999 Programs

In FY 1999, OJJDP proposes, through MECP, to continue to concentrate on programs that are national in scope, promote awareness, and enhance the Nation's response to missing and exploited children and their families. Although funds for new programs in FY 1999 are limited, input from the field on program and service needs will assist OJJDP in planning both FY 1999 and future programming.

New Programs

OJJDP proposes to fund one new program in FY 1999. This proposed program is described below.

Internet Crimes Against Children Task Force Training and Technical Assistance Program

OJJDP proposes to issue a competitive solicitation to develop an ICAC Task Force training and technical assistance program. Activities under this program would include delivering advanced technical training related to computer-facilitated sexual exploitation offenses, convening ICAC town meetings, facilitating the ICAC Task Force Review Board, and assisting in task force development in other ways as determined by OJJDP.

Continuation Programs

The FY 1999 Title IV continuation programs are summarized below. Available funds, implementation sites, and other descriptive information are subject to change based on the plan review process, grantee performance, application quality, fund availability, and other factors. With the exception of the ICAC Regional Task Force Development Program, no additional applications will be solicited for these programs in FY 1999.

National Resource Center and Clearinghouse

Congress has provided \$8,120,000 to continue and expand the programs, services, and activities of the National Center for Missing and Exploited Children, a national resource center and clearinghouse dedicated to missing and exploited children and their families. As provided in Title IV, the functions of the Center include the following:

- Provide a toll-free hotline where citizens can report investigative leads

and parents and other interested individuals can receive information concerning missing children.

- Provide technical assistance to parents, law enforcement, and other agencies working on missing and exploited children issues.

- Promote information sharing and provide technical assistance by networking with regional nonprofit organizations, State missing children clearinghouses, and law enforcement agencies.

- Develop publications that contain practical, timely information.

- Provide information regarding programs offering free or low-cost transportation services that assist in reuniting children with their families.

In FY 1998, NCMEC's toll-free hotline received more than 132,000 calls ranging from citizens reporting information concerning missing children to parents and law enforcement requesting information and publications. NCMEC also assisted in the recovery of 6,930 children, disseminated millions of missing children photographs, distributed thousands of publications, and sponsored a national training workshop for State missing children clearinghouses and relevant nonprofit organizations. NCMEC also assists the State Department carry out its Hague Convention responsibilities by processing applications for children abducted to the United States (incoming cases).

In FY 1998, in addition to performing the national resource center and clearinghouses functions, NCMEC launched a Know the Rules safety education program. This program, targeting teenaged girls, was developed in response to research indicating that girls are at much greater risk of sexual exploitation than boys. NCMEC also published *Teen Safety on the Information Highway* to complement its CyberTipline and ICAC law enforcement training programs. This publication is designed to promote safe Internet practices for teenagers, the age group most at risk of sexual exploitation.

In FY 1999, NCMEC will continue to perform the national clearinghouse functions and will broaden the ICAC training program through development of 1-day awareness seminars for communities seeking to improve their response to these offenses. NCMEC will also sponsor research to determine the incidence of young people receiving sexual solicitations or who are exposed to pornography via the Internet and the context in which the exposure or solicitation occurred and to evaluate

current knowledge of children and parents about how to respond to these episodes.

A 1-year cooperative agreement will be awarded to NCMEC in FY 1999 for the performance of the national resource center and clearinghouse functions. No additional applications will be solicited in FY 1999.

Internet Crimes Against Children Regional Task Force Development

A total of \$5 million is available for this program in FY 1999. OJJDP will award funding to a minimum of eight additional jurisdictions to develop and support regional law enforcement task forces to address the problem of Internet crimes against children. A total of \$2.6 million will be available for these new jurisdictions. Within 30 days of the date of this publication, OJJDP intends to issue a solicitation for assistance awards to States or local units of government, or combinations thereof, to assist communities in developing comprehensive multiagency responses that emphasize collaboration, information sharing, and victim assistance.

In addition to these new sites, additional funding will be awarded to the 10 jurisdictions that received initial grants in FY 1998. A total of \$2.4 million will be available for this continuation funding.

Title IV Training and Technical Assistance Program

In FY 1998, Fox Valley Technical College (FVTC) was competitively awarded a 3-year cooperative agreement to provide training and technical assistance to law enforcement, prosecutors, and health and family services professionals. The purpose of this program is to ensure the provision of up-to-date, practical training and technical assistance for professionals working on missing and exploited children issues. Training modules focus on investigative techniques, interview strategies, comprehensive response planning, media relations, lead and case management, and other topics related to missing and exploited children cases.

Under the Title IV Training and Technical Assistance Program, FVTC currently offers five courses: Responding to Missing and Abducted Children, Child Sexual Exploitation Investigations, Child Abuse and Exploitation Investigative Techniques, Missing and Exploited Children, and Child Abuse and Exploitation Team Investigation Process. FVTC also provides technical assistance and support to the Federal Agency Task Force on Missing and Exploited

Children and its related subcommittees; writes numerous documents and publications relating to missing and exploited children; convenes special focus groups or meetings to facilitate communication and problem solving among youth service workers and professionals at the Federal, State, and local level; and performs special projects as directed by OJJDP such as designing protocols for handling and responding to cases involving missing and exploited children, establishing a response planning system, and conducting a case review of child protection legislation. No additional applications will be solicited in FY 1999.

To obtain additional information about specific training programs or copy of the FY 1999 training schedule, please call FVTC at 800-648-4966.

Alzheimer's Disease and Related Disorders Association's Safe Return Program

OJJDP is responsible for providing financial monitoring and oversight of this program, for which Congress has provided \$900,000 in FY 1999. The program facilitates identification and safe return of memory-impaired persons who are at risk of wandering from their homes.

In FY 1998, the Safe Return Program increased its registration database to nearly 45,000 individuals and assisted in the return of 992 wanderers.

In FY 1999, the program will continue to expand the national registry of memory-impaired persons, maintain a toll-free telephone service, provide a Fax Alert System, conduct a "train the trainers" program for law enforcement and emergency personnel, disseminate informational and educational materials, and continue a national public awareness campaign.

National Crime Information Center

OJJDP proposes to continue to transfer funds to the Department of Justice's Justice Management Division, through a reimbursable agreement, to continue NCMEC's online access to the FBI's National Crime Information Center (NCIC) Wanted and Missing Persons files. The ability to verify NCIC entries, communicate with law enforcement through the Interstate Law Enforcement Telecommunication System, and be notified of life-threatening cases through the NCIC flagging system is crucial to NCMEC's mission of providing advice and technical assistance to law enforcement.

NISMART II

Under the Missing Children's Assistance Act, OJJDP is authorized to conduct periodic studies of the scope of the problem of missing children in the United States. The first national study was conducted in 1988, with results published in 1990. In FY 1995, OJJDP funded NISMART II, the second national study of missing, abducted, runaway, and throwaway children in the United States. Temple University received funding in FY 1995 to conduct this study, which builds on the strengths and addresses some of the weaknesses of the initial NISMART study. Temple has contracted with the University of New Hampshire Survey Research Laboratory and Westat, Inc., to carry out specific components of the study and provide extensive background knowledge about the NISMART study. The NISMART II study is designed to (1) revise and enhance the original NISMART definitions, (2) survey approximately 23,000 households by telephone to determine how many children are missing on an annual basis, (3) survey law enforcement agencies to determine the annual frequency of child abductions, (4) survey approximately 10,000 youth by telephone to understand what happens during missing children episodes, (5) interview directors of residential facilities and institutions to determine how many residents run away; and (6) analyze data on throwaway children from a related survey of community professionals.

The findings from these surveys will provide updated estimates on the number of missing children each year in the United States. Preliminary findings focusing on the area of stereotypical kidnapping are expected to be available in late 1999 and a final report completed in FY 2000. An OJJDP Fact Sheet documenting the scope of the research, definition revisions, and methodology changes will be published in FY 1999.

Effective Community-Based Approaches for Dealing With Missing and Exploited Children

In FY 1995, the American Bar Association (ABA) was awarded an 18-month grant to study effective community-based approaches for dealing with missing and exploited children. The objectives of Phase I of this study were to (1) conduct a national search for communities that have implemented a multiagency response to missing and exploited children and their families, (2) select five communities with working multiagency responses that hold promise for

replication, (3) evaluate these five communities' responses, and (4) prepare a final report. Phase I was completed in July 1997. In Phase II, which started in August 1997, the ABA is preparing a final report that synthesizes research findings from Phase I into a modular training curriculum to help communities plan, implement, and evaluate a multiagency response to missing and exploited children and their families. Phase II of the project will be completed in FY 1999.

Parent Resource Support Network

In FY 1997, OJJDP entered into a competitively awarded 3-year cooperative agreement with Public Administration Services (PAS) to develop and maintain a parent support network. The goal of this project is to stimulate development of a network of screened and trained parent volunteers who will provide assistance and advice to other victim parents.

In FY 1998, PAS installed a case management system to document referrals and assistance activity, recruited and trained parent mentors, and began direct service delivery to requesting parents. In FY 1999, OJJDP will provide supplemental funding to PAS to continue providing direct services to families searching for their children.

Jimmy Ryce Law Enforcement Training Center

In FY 1997 OJJDP, in partnership with the National Center for Missing and Exploited Children, the FBI, and OJJDP grantee Fox Valley Technical College, developed and implemented the Jimmy Ryce Law Enforcement Training Center (JRLETC) program. JRLETC offers two law enforcement training tracks that are designed to improve the national investigative response to missing children cases.

JRLETC's Chief Executive Officer (CEO) seminars approach missing children cases from a management perspective and offer information regarding coordination and communication issues, resource assessment, legal concerns, and policy development for police chiefs and sheriffs. The Responding to Missing and Exploited Children (REMAC) course offers modules focusing on investigative techniques for all aspects of missing children cases. In FY 1998, 402 police chiefs and sheriffs and 458 investigators representing law enforcement agencies from every State participated in at least one of the JRLETC programs.

Congress appropriated \$1,250,000 in FY 1998 to continue operation of the Jimmy Ryce Law Enforcement Training

Center. OJJDP, NCMEC, the FBI, and FVTC will continue to provide training and technical assistance through JRLETC and the onsite technical assistance program to respond to the numerous requests for assistance from JRLETC graduates.

Under the FY 1999 JRLETC appropriation, OJJDP will award \$500,000 to FVTC to support regional REMAC courses, with the remaining \$750,000 to be awarded to NCMEC to continue the CEO seminars and provide onsite technical assistance. In addition, NCMEC will draft a model policy to assist law enforcement executives plan response protocols for their communities.

No additional applications will be solicited in FY 1999.

Criminal Parental Kidnaping Training and Technical Assistance

In FY 1997, OJJDP supplemented an initial competitive award by funding the American Prosecutors Research Institute (APRI) to provide parental abduction training and technical assistance for prosecutors and to develop a training course pertaining to the prosecution of child exploitation cases. Child exploitation prosecutions are among the most complicated that prosecutors confront because of the age and immaturity of victims, societal and law enforcement attitudes toward these victims, the need for specialized understanding of the dynamics of sexual exploitation, and the jurisdictional and communication difficulties resulting from the involvement of numerous agencies. To effectively handle such cases, prosecutors must approach victims with sensitivity and an understanding of the psychological dynamics involved.

In FY 1998, APRI delivered training to 60 prosecutors and provided technical assistance to more than 400 prosecutors and investigators on an as-needed basis. In addition, APRI disseminated a quarterly newsletter, maintained an up-to-date parental kidnaping and child exploitation database that included a compilation of statutes and case law summaries, and developed the legal modules for the Protecting Children Online and Protecting Children Online Unit Commander courses and assisted in the national Internet Crimes Against Children teleconference.

In FY 1999, while continuing, updating, and expanding its current technical assistance activities, APRI would offer four training courses for prosecutors in two areas: child exploitation and parental kidnaping. The parental abduction course would concentrate on difficult case strategies,

resource availability, preventive measures, and recovery techniques. The child exploitation course would discuss legal issues pertaining to computer search and seizures, juvenile prostitution, child pornography, and the emerging threat posed by criminals using Internet technology to victimize children. OJJDP proposes to provide supplemental funding to APRI in FY 1999.

National Center on Child Fatality Review

In FY 1997, OJJDP awarded a grant to the National Center on Child Fatality Review (NCCFR) in Los Angeles, California, to develop State and local uniform reporting definitions and generic child fatality review team protocols for consideration by communities working on improving child death investigations.

NCCFR developed a model for integrating data among the Criminal Justice, Vital Statistics, and Social Services Child Abuse Indices. NCCFR also selected a national advisory board, which is composed of representatives from across the country and from relevant disciplines.

In FY 1999, OJJDP proposes to continue support to NCCFR to (1) disseminate the model protocols for integrating the data mentioned above to State and local child fatality review teams and other relevant agencies; (2) develop a Web site and update it with journal articles, references, new studies, new findings, and new resources; (3) maintain paper and electronic directories of State and local child fatality review teams, national associations, and Federal agency contacts; (4) maintain a listing of contacts for all areas relating to child victimization and death; (5) provide information and training materials on basic team management and special problems such as confidentiality, risk assessment, and special case circumstances; (6) coordinate teleconferences and Internet meetings of the advisory board; (7) maintain and share published reports of State and local teams; (8) develop, coordinate, and implement multidisciplinary training; and (9) plan for a national conference.

Investigative Case Management for Missing Children Homicides

In FY 1993, OJJDP made a competitive award to the Washington State Attorney General's Office (WAGO) to analyze the solvability factors of missing children homicide investigations. During the course of that research, WAGO collected and analyzed specific characteristics of more than 550 missing child homicide

cases. These characteristics were recorded in WAGO's child homicide database.

In FY 1998, WAGO conducted a national search and identified an additional 526 child murder cases for possible inclusion in the database. In FY 1999, OJJDP proposes to continue to provide funding support to WAGO to ensure the vitality and investigative relevance of its child homicide database. This funding would support both the gathering of new case information and the development of specific case studies that will be used to illustrate the research findings in training presentations. In addition, the database would be used by Federal, State, and local law enforcement to perform link analysis by identifying cases with similar characteristics. Law enforcement database inquiries can be made by calling WAGO at 800-345-2793.

FBI Child Abduction and Serial Killer Unit

In FY 1997, OJJDP entered into a 3-year interagency agreement with the FBI's Child Abduction and Serial Killer Unit (CASKU) to expand research to broaden law enforcement's understanding of homicidal pedophiles' selection and luring of their victims, their planning activities, and their efforts to escape prosecution. This information will be used by the FBI and OJJDP in training and technical assistance programs. FY 1998 activities included identification of 300 prospective interview candidates, completion of a 780-question interview protocol, and submission of the protocol for review by various State boards.

In FY 1999, OJJDP will continue funding support to CASKU to complete the research manager employment process to include background screening and begin data collection efforts.

National Child Victimization Conference Support

In FY 1999, OJJDP proposes to provide funding support to national conferences focusing on child abduction, exploitation, and victimization issues. This funding support would include conferences sponsored by the National Children's Advocacy Center, Dallas Police Department, and American Professional Society on the Abuse of Children.

Dated: March 2, 1999.

Shay Bilchik,

*Administrator, Office of Juvenile Justice and
Delinquency Prevention.*

[FR Doc. 99-5671 Filed 3-5-99; 8:45 am]

BILLING CODE 4410-18-P