



The Juvenile Runaway Phenomenon

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THE COVER: A law enforcement agency has implemented a unique program designed to deal with juvenile runaways. See article p. 1.

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William H. Webster, Director

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The Juvenile Runaway Phenomenon

A Law Enforcement Agency's Unique Approach

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Lieutenant Elique



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At some time in our lives, many of us have toyed with the idea of running away from home. For some, it has been no more than the result of a temporary flash of anger aimed at punishing our parents. Plans for leaving home, in most cases, are never executed. There are, however, thousands of youths with more serious problems who do leave home. Statistics indicate that in the United States, there are approximately 10,000 runaways daily. These figures are staggering, but what is more alarming is society's inability to deal with the problem.

Technically speaking, any youngster under the legal adult age of his State of residence who, without permission, remains away from his home for a period of 24 hours is considered to be a "runaway."

To fully understand the magnitude of the problem, one must first realize that the troubled youngster who runs away is often brutally victimized on the streets before he is apprehended by the police or some other governmental agency. At times, the experiences he is subjected to makes the youth too embarrassed to return home.

When a child leaves home, he usually has only a small amount of money which he gets either from his savings or by stealing it from parents. This money is usually enough to get him to his destination and perhaps a meal and some lodging. It is when these funds run out that the youth becomes most vulnerable. He must then find a way to satisfy his most basic

needs—food and shelter. Unfortunately, at this point, he is easily identifiable to those who make a living by victimizing children. These individuals approach troubled youths on the street and offer them a "free" meal and a place to spend the night. The unsuspecting youth will probably be allowed to stay with his "benefactor" for two or three nights. It is then that the child will have to pay the "bill." Too often, the "price" is one he will regret having paid for the rest of his life.

The "Diaper Squad"

The Port Authority Bus Terminal is located in Manhattan, N.Y. On an average day, more than 200,000 people pass through the bus terminal, the great majority of whom are on their way home or on the way to work. It is not surprising, however, that among this great number of travelers, there are youngsters who are running away from home.

The bus terminal has long been a focal point for youngsters who find the Times Square area irresistible and for runaways who use the terminal as the gateway to New York City. Buses afford the cheapest means of travel for those entering or leaving the city, and runaways come to New York from every part of the country. Youths who loiter around the huge terminal are likely to become part of the juvenile justice system since the opportunity of "hustling" for money in a variety of ways is an ever-present temptation. Runaway adolescents, incredibly naive and ill-equipped to cope with life on their own, are easy prey for those who would victimize them.

Beginning in 1972, the Port Authority Police, long aware of these problems, assigned a few officers to work full time with runaways and other

"problem" youths found in the terminal. Affectionately dubbed the "diaper squad," these dedicated officers realized that after being returned home, many runaways simply leave again. There seemed to be a need for professional counseling for these children and their families.

A proposal for an expanded runaway program, teaming experienced juvenile specialist police officers with professional social workers, was funded by the New York State Division of the Department of Criminal Justice Services and was initiated in February 1976. This unique program proved to be a successful diversion from the juvenile justice system for many young people.

The youth services unit (YSU) is close to, but separate from, the Port Authority police station. It is staffed by three teams. Each team has a plainclothes officer, a social worker, a secretary, and a police sergeant who supervises the team. The unit operates 7 days a week, from 7:00 a.m. to 11:00 p.m. The evening hours are sometimes extended, however, to accommodate late departing buses or until a runaway's parents arrive.

Runaways are apprehended in various ways. If notified in time by parents or police departments, surprised youngsters may be removed from incoming or departing buses. The most common way of finding runaways, however, is by patrolling the terminal and stopping to question the youths in a low-pressure manner. (The New York State Family Court Act gives all law enforcement officers the right to question youths regarding age and

identity.) Youngsters who show adequate identification or who are obviously in the terminal for legitimate reasons are not detained. If suspicions are aroused, the youth is asked to go to the YSU office until parents or relatives can be contacted to verify age and confirm that permission has been given for the youth to be in the terminal. Uniformed officers also bring youngsters into the YSU office.

In 1981, the youth services unit made 2,996 contacts with juveniles inside the terminal. Of these 1,700 males and 1,296 females, 1,228 turned out to be runaways.

Assistance of all kinds was given to young people in need of help, and many truants were found, most of whom were referred to the Board of Education attendance office. A number of loiterers and disorderly youths were picked up as well; however, as with all categories of youngsters, the goal of the unit is to help children deal with their problems and keep them out of the juvenile system or the hands of those who would exploit and victimize them.

If at all feasible, most runaways are returned directly to their families. If real abuse is suspected, Protective Services is notified, and the child is given temporary shelter while an investigation is made.

It has been estimated that due to these diversion efforts, \$1.1 million is saved by New York State yearly. Moreover, the combination of the police and social work professions intervening at the point of crisis has often proven to be dramatically effective. Counseling and support is available at the most crucial hour of need. In such crisis situations, both youngsters and their parents are suddenly more open to intervention, and new approaches to major problems can be

considered. Parents, frightened at the thought of their child's fate on New York City streets, are often able to finally face the fact that there are problems and realize that changes must be made. Referrals for long term help are made to appropriate community agencies. The YSU social workers make followup calls encouraging families to take advantage of available services.

The majority of the runaway adolescents dealt with in the YSU have not yet become street-wise, and they have families who still care about them. There is a far greater chance of success in tackling problems with these youngsters than there is with those who have already been drawn into the life of the streets and whose parents have effectively disowned them. The YSU works with many of these children, often referring them to residences such as Covenant House, a nonsecure facility operated by a Roman Catholic priest dedicated to assisting children.

Funding for the Port Authority Police's Youth Service Unit ended in September 1977. However, the project's accomplishments and achievements did not go unnoticed, and the Port Authority continues to maintain and fund the program. The Port Authority budgets approximately \$300,000 a year to continue the project.

The YSU was designed and implemented to deal with young people who become involved in the criminal justice system for acts such as incorrigibility, truancy, and running away. Prior to the implementation of the unit, the typical solution to the apprehension of the youthful offender or way-

“ . . . the goal of the unit is to help children deal with their problems and keep them out of the juvenile system or the hands of those who would exploit and victimize them.”

ward youth was either the judicial or correctional system. Even more damaging was the return of the juveniles to their environment with little or no counseling services provided. It was believed that the approach to runaway youths should be more positive in terms of direction, counseling, and referral, as opposed to the actions that were being taken.

The YSU, by combining the professional social worker and plainclothes police officer in operating teams, has provided crisis intervention, referral services, short term and

followup counseling, and general diversion outside the law enforcement structure and juvenile justice system for over 10,000 adolescents.

The implications of the police officer/social worker team effort have been far reaching. As a result of the concept, new perspectives have developed in dealing with juvenile behavior. In addition, the Port Authority's quality of service to the public, the local community, and juvenile justice and social service systems has been enhanced through the efforts of this runaway unit.

The unit has successfully demonstrated that the coupling of the two

elements has offered a new approach in handling youth problems. Their working relationship has allowed the unit to resolve situations through the expertise of one or both members of the team. The program has also served to promote a distinctive atmosphere of increased understanding between police and the juvenile.

The YSU has been successful in directing its efforts at preventing crime and delinquency. The unit has also been recognized as a “model” in delivering services and attention in such a way and at such a time that it helps



prevent the development of criminal careers.

From the outset, the unit has been successful in obtaining and achieving cooperative relationships with other community agencies throughout the United States that are charged with providing services to adolescents, such as schools, social agencies, and juvenile courts. The unit has also developed a directory of community services and resources detailing the type of assistance offered by the agencies. Through this effort, the unit's team members have been giving youngsters the chance to locate and secure jobs, seek educational opportunities, and provide help in finding basic social, medical, and legal services.

Since its inception, the program has been acclaimed by numerous groups and individuals. Staff members of the YSU have given testimony before four governmental hearing committees on juvenile problems. At least 12 newspaper articles have been written outlining the functions and successes of the unit, and staff members have been interviewed by major New York television news commentators, have appeared on television talk shows, and have participated in roundtable discussions taped for radio broadcasting. Locally, the YSU has established a relationship with approximately 60 community-based social groups. As a result of this type of cooperative effort between agencies, over 400 young people have been assisted in job and self-help programs. With national recognition, the unit has established over 100 liaison contacts in the social service and law enforcement fields. Personal contacts made with individuals outside case workers number in excess of 2,000.

The youth services unit has been continually demonstrating that its techniques in juvenile diversion are successful. As a result, approximately 15 professional researchers in the social science field have requested information on the unit's activities.

Most of the youngsters contacted are looking for someone to listen to them. We listen well, and we can be whatever we need to be to the youngsters—firm and strict in some cases, understanding and cooperative in others.

Case Histories

Recently, a young girl named Margaret, the 14-year-old daughter of a well-to-do family, was discovered sleeping on the lower level of the Port Authority, N.Y., bus station by a uniformed officer in the early morning hours. The youthful-looking blond, wearing an excessive amount of makeup and scantily attired in short pants, refused to give her true identity. The young lady offered a false birth certificate in support of her claim to be 17 years old and showed an amazing capacity to color the truth.

At 7:00 a.m., a juvenile officer arrived for duty and began questioning the youth. The officer's patience and sympathetic ear gained Margaret's confidence and convinced her to reveal her true identity. Further questioning of Margaret elicited information that she had been working for a pimp as a prostitute for the past month. The social worker on duty also established an immediate rapport with the forlorn youngster and persuaded her to talk about her problems. Margaret voiced her fears about the safety and whereabouts of Cindy, a 13-year-old friend, who had also been introduced

into prostitution. According to Margaret, Cindy was alone and hemorrhaging in her hotel room, having been abandoned by her pimp when she could no longer work the streets. Although concerned about her friend, Margaret was afraid to give the exact location because as she explained, "The pimps have a national network and will get you no matter where you live." The juvenile officer and social worker pleaded with Margaret to tell them where Cindy could be found because, if not found in time, she could very well bleed to death. The officer assured Margaret that she would be safe. Margaret stated that she did not want her friend to die and finally revealed Cindy's location.

The Port Authority Police Youth Services Unit made an investigatory visit to the hotel in question; however, Cindy was not found. After questioning several individuals in the hotel, it was learned that a young girl fitting Cindy's description had been seen in another hotel located in the same area. A visit to this dark, dank hotel proved positive. Cindy was found in her room in a weakened, disoriented state. With parental consent, both girls were taken to the hospital.

Cindy's parents came to New York immediately from a nearby State to assume custody. She has returned home to receive treatment in a diagnostic center.

The lack of space available in a secure treatment center in her home State, coupled with Margaret's history as a chronic runaway, prevented her immediate return home. The YSU social worker, Margaret's mother, and the child's local caseworker implemented a plan whereby Margaret could be temporarily placed in a New York City juvenile facility. Margaret's mother reports that Margaret is now in

a juvenile center in her home State, receiving continuous psychiatric care.

A disheveled youth—Sam—was brought into the youth services office for loitering in the bus terminal. The youth admitted to being a runaway from home and wanted to go someplace other than home but did not know where.

Sam's mother was informed of her son's whereabouts. She clearly stated that she was happy that her son was well, but under no circumstances would she take him back into the home. She was advised of the laws governing juveniles and her obligations to her child. She explained that she and the boy's father were divorced, that she had legal custody of the youth, and that they both lived with her second husband. Sam had two chronic habits—running away from home and selling stolen items. She said she could tolerate his running away from home because he would always return, but his ambition as a "salesman," she could not tolerate. His chief source of merchandise was their home. Items such as jewelry, radios, and toasters were usually marked for "clearance." The mother also stated that Sam had lived with his father for only 1 month.

When asked why he couldn't live with his father, Sam advised that he tried to sell his father's car without permission because it would have brought a fine price in the State of Ohio. Fortunately, he was intercepted by the police, and his father's car was returned.

Sam's father forgave him and helped him get a job with a construction company. While working with the construction firm, Sam observed a dumptruck loaded with bricks and decided it would make quite a sale on the open market. He took the truck and was apprehended while trying to make a sale. The charges against him were dropped, but his father, who was at wits-ends with him, asked him to leave the house.

After listening to Sam's story, he was asked what he wanted of his life. Sam stated that he would be 17 years old soon and wanted to join the Army, but his mother would have to sign for him. His mother, who was informed of her son's wishes, stated that she would be happy to sign for him, but

believed it only fair to warn the U.S. Army to keep a close inventory on their tanks and armaments for they might be put up for sale on the open market.

The youth was referred to Contact House, a temporary shelter for homeless youths where an effort is made to find a permanent place for residence, to await his 17th birth date. At last word, Sam was doing fine in the Army.

Conclusion

With the exception of a very small percentage, the youngsters the YSU is in contact with are not the type you read and hear about. They are confused, ignored, shunted aside, and never given a chance to express their ideas, their thoughts, or feelings. They are youngsters who need positive direction when confronted at a critical point in their lives.

The concept of a "team" operation consisting of both police officer and social worker brings a new dimension to the field of juvenile aid. It provides a base of professionalism and experience that is the foundation for the future of juvenile work. **FBI**

Sexual Trauma Team

The Norfolk Experience

**"The need to work for the common good—
for the best interest of the child and family—
should be paramount."**

By

KEVIN C. McPARTLAND

Special Agent

*Federal Bureau of Investigation
Norfolk, Va.*

Sirens do not blare, nor are there screams in the night. There are no bruises, just tears and invisible emotional scars so deep that years of intensive counseling are often necessary to regain emotional composure. And for a child, this may seem like eternity.

For 12-year-old Tammy, 3 years of molesting by her father had finally come to an abrupt halt when her mother returned home early one evening and discovered them. The following day, Tammy related to her teacher what had happened, and the police were notified immediately. Two people, a man and a woman, came to her school, and while alone with Tammy, asked questions about her father. Confused, upset, and afraid, she still realized these people wished to help. Tammy told them how her father would come into her room at night after her mother left for work. At first, he would rub her back and talk to her. Then, he began touching the private parts of her body. Within a few months he was having intercourse with her. He told her this must be a

secret between them—that if anything was said outside the room, something bad would happen to both of them.

The couple who interviewed Tammy were part of a unique, innovative group—the Norfolk Family Sexual Trauma Team. Combining the cooperative efforts of the Norfolk Police Department and the Division of Social Services, this investigative team is composed of a Youth Division investigator and a Child Protective Services worker who work closely with the prosecutor, psychiatric treatment team, courts, and the Probation Department. Incest and sexual abuse cases are the only incidents handled by the trauma team. All other crimes are investigated by the Sexual Assault Unit, staffed only with police officers.

The subject of child abuse and neglect is not new. For over 40 years, organizations such as the Society for the Prevention of Cruelty to Children, the Children's Division of the American Humane Association, and the Child Welfare League of America have shown concern for homeless, neglected, and dependent children. Almost 20 years ago, in the mid-1960's, the first State laws were enacted to mandate the reporting of

suspected cases of child abuse and neglect. Today, all 50 States have such laws.

In the State of Virginia, child abuse is a class six felony, and unless there are signs of forcible rape or incest, felony charges are not brought against the subject. In 1975, the Virginia General Assembly required by law any professional who worked with children to report suspected child abuse cases to the social services agencies.¹ The year before the law was passed, only 175 cases were reported, according to State reports; a year after the passage of the law, 20,000 reports were made.

Early in 1980, the executive officer of the Youth Division, Norfolk Police Department, began to compare statistics because of a lack of reciprocal reporting between the police and social services (the latter's Child Protective Services was designated as the agency to investigate child abuse and neglect cases). It was evident that few cases were brought to the at-



Special Agent McPartland

tention of the police or prosecutor. In fact, the average number of child sexual abuse cases handled by the police was only 5 per year, whereas the average for social services was 50. The police department saw a need to coordinate services and standardize procedures in reporting with the Division of Social Services in order to address problems which hindered investigation and conviction. For example, the social worker was not aware of the psychology of the offender in sex trauma cases. "They were child-oriented," said the project coordinator for the trauma team. "The interrogation skills were not necessarily there. Consequently, a child would not be believed or the case could not be proven because the parents would deny the accusation." This, in turn, would encourage further sexual abuse, and the child would not complain for some time because of intimidation. "If and when the child complained again, it became a police problem. In many of these situations, the parents would manipulate the child and convince her to change her story." By telling the child that the father would go to jail and the mother would have to support the family, the parents transferred the guilt to the child, and the child suffered further. This pulling and tugging of the victim's emotions resulted in bolstering the parents' defenses.

Before inception of the trauma team, Tammy would have been removed from her home and family and placed in foster care. A police officer would question her, as would the prosecutor. She would then have to testify in court against her father. If found guilty, her father would most likely receive a light sentence. Good behavior would insure early release, and in most cases, he would return home to resume the incestuous relationship.

The Norfolk Family Sexual Trauma Team takes a different approach. Using the Santa Clara County, Calif., Child Sexual Abuse Treatment Program as a model, the program was adapted to comply with Virginia State law and philosophy. Child victims of sexual abuse cases do not have to testify in court. This is due mainly to poor "track records," the lack of credibility of a child's testimony in sexual assault cases, and the additional trauma for the victim. Instead, the art of friendly persuasion is used with the offender to have him admit his crimes and provide a signed statement. The offender would then be sentenced to receive intensive counseling.

The judges in juvenile court were made aware of the new program through personal contact by the trauma team's project coordinator and the head of the police department's Youth Bureau. In essence, this permitted the left hand to know what the right hand was doing. It was also recognized that if the program was to be successful, a good relationship must exist between the trauma team and the courts.

Judges raised concern about the new program. The concept of the trauma team was not only to lessen the trauma for the victim but also to consider rehabilitation for the offender. Resistance was expected since changing attitudes toward punishment would be extremely difficult. The trauma team realized the validity of the judge's concerns. Also, the judges questioned whether they had the right to place such an offender on probation. "The question became a moral rather than a legal one," explained the project coordinator. California authorities experienced favorable results with giving the offender a minimum of 6 months' incarceration. The Norfolk plan did not find mandatory jail time necessary. According to the project coordinator, "We accept alcoholism as a disease and believed the incestuous behavior was similar in some respects and could be changed through therapeutic intervention. Child abuse offenders are master manipulators

who suffer from personality and character disorders." If the offender was not given jail time, he was forced into counseling by the courts in order to stabilize the family unit. The system now works in such a way that those offenders who are considered qualified candidates for the program are placed on probation until the youngest child in the home reaches 18 years of age.

Another consideration was public opinion. If the offenders were placed in a rehabilitative environment, what would the public think of child abusers not being punished? The trauma team showed that similar programs on the west coast experienced a very small recidivism rate, e.g., California's rate reportedly was .06 percent. The trauma team believed that with this program, "re-molest" (recidivism involving molestations) would be dramatically lower than the current rate.

Rehabilitation, rather than imprisonment, was expected to address several pitfalls in the old system approach. Previous crimes of this nature exacted short prison terms; victimized families were offered no help to deal with the dynamics of the situation; families were deprived of income stability; and worst of all, the defendant's behavior did not improve from his prison confinement. The incestuous activity would continue and be more secretive by isolating the family even more. The illicit activity would continue for a longer period of time before coming to the attention of the court system.

In contrast, this program benefits the child victim, provides a means to stabilize the family unit, when possible, decreases the likelihood of the victims having to testify in court, and prevents further sexual abuse. The objectives of the team's approach are:

- 1) Reduce the trauma to the child by eliminating successive and repetitive questioning and initially removing the offender from the home rather than the child;

- 2) Provide rehabilitation as an alternative to long term incarceration for the offender through mandatory therapy as a condition of probation;
- 3) Provide the means for families to stabilize and reunite through therapeutic intervention; and
- 4) Prevent further occurrence of sexual abuse through long term followup.

In Tammy's case, she was allowed to remain at home with her mother and sister who became part of her support system once they understood what had happened through the help of a counselor. When her father was confronted with Tammy's statement, he at first denied it. However, after hearing her tape-recorded statement, he broke into tears and told the same story Tammy had revealed.

"The concept of the trauma team was not only to lessen the trauma for the victim but also to consider rehabilitation for the offender."

The offender was relieved everything was out in the open, and although recognizing it was wrong, he said he did not know how to stop. Because of his willingness to cooperate and live apart from the family, he was released on bond after his arrest. When his psychiatric evaluation revealed he would be a good candidate for rehabilitation, he began individual therapy. In addition, the family attended Parents United, a self-help group for families of incest.

At the hearing, the offender pled guilty to the charges and received a 12-month suspended sentence with 8 years' supervised probation. According to the executive officer of the Youth Division, "ALL offenders are prosecuted, but not all go to prison."

Probation will be rescinded or the offender severely punished for another infraction. Unless the behavior of such offenders is thwarted successfully, experience indicates the behavior will continue even after the children are adults.

Conclusion

The program initiated by the Norfolk Police Department has been very cost-effective, realizing \$358,000 savings during the first year of operation to the State Department of Corrections based on the average cost per inmate per year. The rate of success is also noteworthy—one case of known recidivism of 145 cases in a period of 2 years.

For those cities which have never considered such a program, it is suggested that a meeting be held between the social services agency and police department investigators responsible for family sexual abuse matters to explore duties, responsibilities, and respective philosophies. The need to work for the common good—for the best interest of the child and family—should be paramount. Whereas most States have reciprocal reporting laws, the key to the program is the special investigative team. It is this infusion that produces a low recidivism rate.

As a result of the positive gains by the trauma team, the Norfolk school system has adopted a project for grades K-6 in which a 30-minute training video tape is used in conjunction with a 10-minute video tape of children entitled "Who Do You Tell?" The program makes children aware of abusive situations within the family and how to get support from the family. The family is shown to be the primary support system, complementing the trauma team's approach. It is with the adoption of this program that the police department hopes to prevent some of the sexual assault cases before they happen. **FBI**

Footnote

Va. Code § 12.1, Child Abuse and Neglect (No. 63.1-248).



"McGruff"—Crime Prevention Coalition

By
RANDY JOHNSON

Chief
and
TANA JOHNSON

Officer
Police Department
American Fork, Utah

Are You Raising a Victim?

"Experience has shown that most victimized children are those who are uneducated on methods of self-protection."

- The body of an 11-year-old Ogden, Utah, girl is found bludgeoned to death in a shed near her home.
- A 4-year-old boy has never been located since his kidnaping in a store a few aisles away from his grandparents.
- The badly decomposed body of a sexually molested 3-year-old girl is found weeks after being kidnaped from her neighborhood.
- The search ended for a 2-year-old girl when her body was found sexually assaulted and stuffed in an attic recess of a building that was under construction.

As a result of media coverage of the above incidents in Utah, public awareness of the problems of child assault and kidnaping has risen to almost panic level. Frightened and anxious parents are turning to the only source they know for help—the police—with a desperate plea that they "do something"!

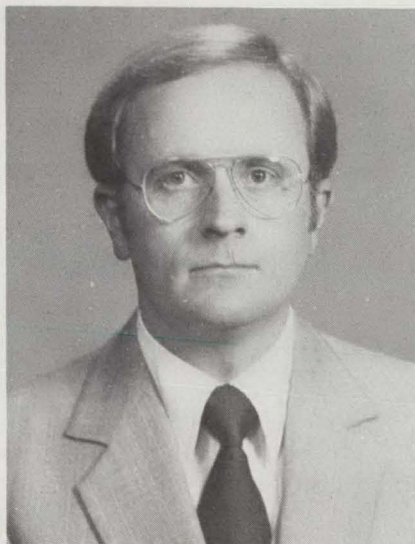
Utah is no different from any other State in experiencing an increase in the number and frequency of child molestations and kidnapings.

However, law enforcement agencies across the country have been unprepared for the intense public pressure being exerted on them to solve the problem.

In answer to this pressure, several Utah police departments conducted massive fingerprinting sessions during which thousands of parents had their preschool and school-age children fingerprinted. This effort left many parents with a false sense of security, believing that their fingerprinted child was now somehow immune to the danger of being kidnaped.

This quick-fix solution was only a temporary measure taken to satisfy public demand. It does, however, illustrate a common plight of many police departments. Despite the obvious need, more thorough and effective crime prevention programs cannot survive the fight for adequate manpower and budget when department salaries, equipment, and operating costs are in the balance.

Most police administrators would like to develop and promote effective crime prevention programs in their jurisdictions, but they lack the necessary resources. To implement an effective, low-cost crime prevention program that does not require many man-hours to maintain would benefit the police department while satisfying a public need. However, a program to



Chief Johnson



Officer Johnson

meet all these criteria is difficult to find.

One agency, American Fork, Utah, Police Department, has been successful in incorporating all these necessary elements in a program designed to combat the problems of sexual assault and kidnaping in its area.

American Fork was also under pressure from its citizens to find an immediate solution. The administrators could see that mass fingerprinting was only a surface solution for the problem. Rather than simply offering a "dead-body identification service," a four-phase prevention and public education program was implemented.

Department administrators reasoned that the only viable solution was to educate potential victims on preventive methods rather than pursue the unlikely alternative—to identify, apprehend, and successfully convict all possible child molesters and kidnapers before they could victimize another child.

Experience has shown that most victimized children are those who are uneducated on methods of self-protection. Far fewer children who are cognizant of possible assaults are actually victimized. These children are able to recognize and avoid assault and/or kidnaping situations. The procedures, as well as the importance of instructing children about self-protection, should be stressed to parents. Although the primary responsibility for teaching children should rest with the parents, reinforcement from the police department and school system is also

a necessary part of the program. With this in mind, the American Fork Police Department, operating on limited funds and manpower, promoted a four-phase plan.

Phase I—Parent Education

Working through the Parent/Teacher Association (PTA) in the city, public seminars on self-protection for children were conducted at each elementary school. This lecture topic was virtually unheard of anywhere else in the State. Newspaper notices were placed in the public service columns of local newspapers, inviting any interested adults to attend the seminars. Flyers, typed and reproduced by the PTA, were sent home with each school-age child to inform their parents of meetings scheduled in their area. Even though scheduled meetings competed with the World Series on television, an average of 150 persons attended each of the seminars.

The majority of the first meeting was spent in delivering the main lecture—Are You Raising a Victim?—to teach parents how to instruct their children on self-protection, along with methods for physical resistance. The parents were then introduced to the four phases of the program—parent education, "safe house" system, child education, and program maintenance. At this time, they were also given a proper perspective on the value of fingerprinting children as only a small part of a necessary overall program to educate their family.

A topic thoroughly discussed in this program was the "stranger danger" concept. Most parents do not realize that most children think of a stranger as a "big mean man." A child does not consider a "nice" person as a "stranger," because only

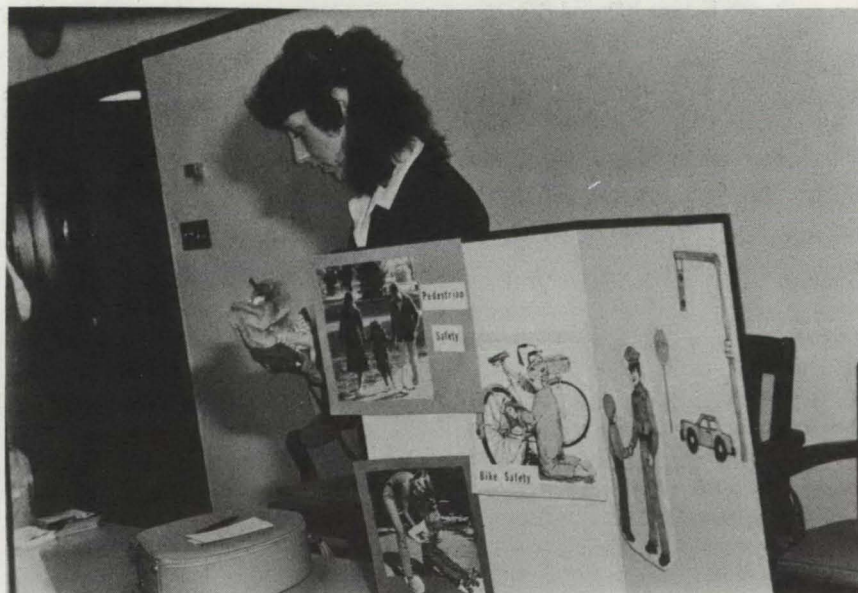
A display of teaching aids parents can use to teach children self-protection concepts.

unshaven, unkempt, bad-tempered men fit his image of a stranger. Parents are therefore taught to discuss self-protection in terms of unacceptable behavior rather than unacceptable people. In this way, children will be prepared to respond to assaults by strangers, as well as to the much more common "trusted adult" assaults.

Other subjects discussed during phase I include family code words (a way to alert children to get help without going into lengthy explanations when time will not permit), home security and the safest methods for children to use when answering the door and telephone, ways to teach toddlers street safety, and various baby-sitting rules for children and babysitters to follow. Parents are given ideas for visual aids and activities for different age groups to reinforce instruction and are advised as to what methods and terminology children are most responsive.

Related juvenile problems such as drug abuse, vandalism, "at school" extortion, and teenage sex offenses are also discussed. Parents are taught how they should react if their child becomes a victim. Finally, parents are shown how to prepare an identification kit annually for each of their children, including fingerprints (or palm and footprints of young children), description, recent photographs, blood type, and hair sample (including the hair root).

Free fingerprint services are offered to interested families by the police department, and instructions are furnished to the parents on taking flat palm, foot, and fingerprints at home. Parents are encouraged to update the fingerprints and photographs yearly until their children are teenagers.



The parents who have attended these meetings are extremely receptive and complimentary of the material presented in the lecture, often expressing their belief that this program is indeed a viable crime deterrent.

Phase II—"Safe House" System

Working through the Utah Crime Prevention Council, "McGruff" posters¹ were obtained through PTA funds at a minimal cost. These posters were distributed to homes of volunteers who had been screened by both the PTA and the police department. The "McGruff" poster was adopted, as opposed to other "safe house" symbols, for several reasons, including:

- 1) The poster is a bright, multicolored design that is easy to see from the street when placed in a front window;
- 2) The color and high quality of this poster is difficult to reproduce illicitly, as opposed to single-color, line-drawn safe house signs that could be duplicated on a copy machine; and
- 3) It is believed that within 5 years, the "McGruff" dog as a symbol for safety and crime prevention will be as familiar to children as Smokey the Bear is now.



Enthusiastic parents discuss what they have learned from the lecture regarding how to teach children self-protection.

Utah has officially adopted the "McGruff" poster as the State safe house symbol. This enables a child visiting another city to recognize a safe house even though he is unfamiliar with the neighborhood. The adoption of a statewide symbol was prompted by the fact that in Utah, there are currently almost as many safe house symbols in use as there are cities using them. It would be impossible for a child in an unfamiliar city to recognize all the various safe house symbols now being used.

“... an effective low-cost, crime prevention program that does not require many man-hours to maintain will benefit the police department while satisfying a public need.”

Police officer and “McGruff” explain the safe house program to a group of elementary school children.



Citizens who volunteer to participate in the safe house program are instructed to act as a temporary shelter for children fleeing imminent danger, to observe any suspects pointed out by the child, and to call the police, as well as the child's parents. Citizens are also advised not to leave their doors unlocked, but to be especially alert during school hours, although they do not have to remain at home during any certain hours of the day. Because so little is required of participants in this program, more people are willing to offer their homes as safe houses.

A safe house system is considered an important part of the department's four-phase program. In the short period since its implementation in American Fork, the safe house program has been responsible for one potential offender aborting his attempt. While being followed home from school, a victim ran toward a home displaying a “McGruff” poster, at which point the person following this child immediately left the area to

avoid apprehension. Similar results have been reported in other communities using a safe house system.

Phase III—Child Education

Uniformed police officers meet with children in elementary schools using three formats, each geared to the understanding of different age groups. They first meet with children in kindergarten through second grade to present a short lecture and an age-specific filmstrip. “Mr. McGruff”—an officer dressed in a high-quality McGruff costume furnished by the State crime prevention office—also makes an appearance. The costume is furnished at no cost to police agencies on a short term basis.

A second film and lecture presentation on a higher level is given to third and fourth graders, and a third presentation is made to fifth and sixth graders. This also includes a film, an appearance by “Mr. McGruff,” and lecture material suitable to the age group.

The films selected for these presentations are “technically correct” in that the child actors realistically solve personal safety problems rather than being rescued by an animated character, as is typical in other children's safety films. The film used for the older children incorporates discussion breaks between sequences to allow students to express their opinions and beliefs. Based on the police department's recommendation, both films were purchased by the school district through their public safety education funds.

Phase III also involves presenting lectures to secondary schools during three 1-hour sessions. Male students



“McGruff” shakes the hands of his admirers.

“... the increase in child molestations and kidnappings across the Nation can be combated.”

learn about local crime problems, vandalism, drug abuse, homosexual solicitation, and sibling safety. Female students are taught about self-protection for women, babysitting safety rules, and home security. These presentations have been received so well by the American Fork students that several communities have requested the material be presented in their school systems as well.

Phase IV—Program Maintenance

The police department meets annually with incoming elementary students to educate them regarding the function of the police department, the use of safe houses, and various self-protection principles. The department encourages parents to reinforce this information through home education.

Program Costs

Since all financial expenses are covered by the school district and the PTA, the only expense incurred by the police department is the salary of the officers who participate in the program. Man-hours spent to present this program include:

- 1) Phase I, using one officer—1.5 hours/meeting;
- 2) Phase II—safe house program—(administered by PTA);
- 3) Phase III—student education meetings (using two officers—three hours per school)—6 hours/school; and
- 4) Phase IV—program maintenance (using two officers—1 hour/school) (not to be implemented until next year).

Control and distribution of the “McGruff” posters is handled by PTA volunteers. To deter abuse of the program, each poster is numbered individually and assigned to a specific family.

School district and PTA costs include copying expenses for handouts furnished at lectures, “McGruff” posters at .25 cents per poster, purchase of a filmstrip (about \$80), and purchase of one film (about \$250).

Phases I through III were completed in American Fork within 4 weeks, including distribution of “McGruff” posters by PTA volunteers.

Conclusion

Because aborted kidnaping attempts have usually been stopped by the victim himself, the best deterrent to this crime, as well as to sexual abuse in any form, is to educate the child on how to recognize, avoid, and if necessary, effectively resist an assault or kidnaping. This education can be conducted to a certain extent in the schools; however, an occasional lecture by a visiting police officer is not sufficient to educate children thoroughly on this subject. The responsibility must ultimately lie with the parents, who should be taught to furnish a positive and continual learning environment for their children.

How much public interest is there in a parent training program furnished by police agencies? The positive feedback and requests for information generated by the American Fork program indicate strong public support for this type of education. As a result of the program's widespread popularity, the American Fork Police Department has been approached by the Child Industries Organization for permission to distribute the material to

many interested agencies and institutions across the United States. The numerous requests for such a program illustrate the great need felt by our Nation's communities for training materials on this topic.

Even though the desire is great on the part of parents to teach their children how to avoid becoming victims of assault, resources do not exist to assist them in this effort. Unfortunately, most parents do not know what, how, or even when to teach their children about such matters. For this reason, the police department can furnish a valuable and needed service in teaching parents on how to educate their children on personal safety.

Experience with this program has shown that in exchange for minimal officer participation, the police department will see immediate benefits in the form of positive media attention, a higher crime reporting rate, a progressively lower crime rate, and an educated public prepared to meet a common and ever-increasing crime problem.

The fact remains that the increase in child molestations and kidnappings across the Nation can be combated. Parents need not live in daily fear for their children, and police departments need not endure public pressure in dealing with this problem. Rather, law enforcement can effectively take the offensive to meet public demand to “do something” by organizing parents and communities in a cooperative, meaningful effort of crime prevention that works! **FBI**

Footnote

Crime Prevention Coalition has given permission to the State of Utah to use “McGruff” as the official safe house symbol.

Incest

The Last Taboo

(Conclusion)

Physical and Emotional Effects

In cases that involve prepuberty intercourse, the medical consequences are usually grave for the child. Some of the medical problems include rectal fissures, lacerated vaginas, death by asphyxiation, gonorrheal tonsilitus, venereal disease, and pregnancy.²⁷ Complications in childbirth increase over 50 percent for preteen mothers, causing the sexually abused child to carry a lifelong history of medical and psychological fear.²⁸

In many cases, it is not until the incestual relations have been discovered by someone outside the family that it is reported.²⁹ When incest does come to public attention, the daughter

is usually removed from the home. Since she is taken away, the child perceives the act as a punishment for having misbehaved. This causes her great anxiety, fear, anger, depression, embarrassment, and an increased sense of guilt.

After being placed in foster care, it is possible that the child may become a professional foster child and will never again be allowed to see her parents or visit home. As a result

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of this, the child becomes a threefold victim. First, she is betrayed by the very person she has been taught to obey, love, and look to for guidance. Second, she is betrayed by her mother, who fails to come to her rescue. Third, she feels betrayed by society, whom she believes has banished her. From these feelings of betrayal, the child learns to mistrust not only her father but all adults and society in general.

Ultimately, the child may become self-abusive and turn to drugs, promiscuity, or truancy. One study reported that in 500 cases of adolescent drug abusers, over 70 percent had been involved in some form of family sexual abuse. One study of adolescent female prostitutes revealed that over 75 percent had been victims of incest. It also estimated that nearly one-half of the 300,000 annual runaways in this country were sexually abused at home.³⁰

Other victims become frigid, homosexual, or bitter toward men. They may become socially isolated as they withdraw into themselves. In any case, the emotional impact of incest is far reaching.

Sometimes the psychological effects of incest cannot be seen immediately. The victim may reach adulthood before having to face the consequences of incest. As an adult, she may experience difficulty in adjusting to married life, no matter how much patience or understanding her husband shows. Essentially, the scar of incest makes it difficult for her to experience both love and passion for a man.

If single, the victim may have problems in her relationships with men. More specifically, she may become sado-masochistic as the result of her need to lash out and find revenge, as well as her desire for punishment.

Incarceration vs Treatment

When the daughter involved in a father/daughter incestuous relationship can no longer contend with the situation, she will, in desperation, go to her mother for assistance. The mother usually reacts with disbelief. If the mother does believe her daughter, she will often refuse assistance.

In many cases, the daughter will contact a friend, teacher, or school official who, in turn, will contact the police. After an investigation, the daughter is usually placed in a children's shelter.

At this point, the daughter experiences great anxiety. This may be the first time she has been away from the family; she feels alone and threatened, and the guilt and anger overwhelm her. Living in the shelter serves to reinforce her fear that she has been banished from the family. She is usually overwhelmed by mixed emotions of fear, guilt, and anger. She is firmly convinced she will not be able to rejoin her family or to face her friends and relatives. Even though she is the victim, she believes she is the one who is being punished.

Many times, the daughter turns this guilt and anger inward. She becomes self-abusive. This may be manifested through hostility, alcohol and drug abuse, or sexual promiscuity. Authorities have noted that samples of sexually promiscuous females yield a high proportion of reports of incestuous backgrounds and that sam-

"The criminal justice system has a devastating effect upon the incest family."

ples of incestuous daughters yield many cases of promiscuity.³¹

The incestuous father is usually convicted on a felony charge and given a term in prison. It is logical to assume that much of the family savings will go to pay court costs and attorney fees.

While in prison, the father is usually segregated to prevent other prisoners from harming him. He suffers many indignities and begins to loathe himself more intensely. When he is released he has difficulty finding employment, usually taking a job that is inferior to the one he had prior to incarceration.

The wife is stunned by the events. Her daughter is taken from the home, her husband into custody. Her security is gone—she now has the responsibility of providing for the entire family. She has failed as both wife and mother. Her feelings toward her daughter alternate between jealousy, hatred, and motherly concern. At first, she expresses anger and hatred toward her husband, but later realizes that on the whole, he was a good father and provider. If she cannot find employment, she must apply for welfare. Many times, there are mortgage payments and other bills that cannot be paid.

The criminal justice system has a devastating effect upon the incest family. It tends to destroy the family by separating its members, placing undue hardships on individual family members and society. Rather than being constructive, it has a negative effect on a family already weakened by serious internal problems. The father is not usually rehabilitated.

After he has served his sentence, he is free to return to the family and may commit acts of incest with another daughter. The underlying family problems are not addressed. The mother sometimes becomes a burden to society by being forced to add her family to the role of welfare recipients.

The incarceration of the father does not usually serve any useful purpose. It tends to destroy the family. The entire family is victimized and procedures should be undertaken to strengthen and support the family, not traumatize it further.

One argument for incarceration is lack of cooperation of the incestuous father in any therapeutic effort. If there is no threat of incarceration, the father will not usually participate in therapy. In many cases, the mother had already become aware that her husband was sexually exploiting a daughter and threatened to divorce him if he did not obtain psychological treatment. Offenders usually stop seeing a therapist after a few sessions. Some even resume the sexual abuse of their daughters. In some instances, the fathers continue the incestuous relationship even while undergoing psychological treatment.

The fear of incarceration motivates a father to participate in treatment programs. However, if the incarceration is for a short period of time, he may choose to endure it since it would seem less of a blow to his ego than psychotherapy.

A substantial incarceration period for incest is necessary to impress upon potential offenders the fact that sexual exploitation of a child is a crime and to motivate those who have not been discovered by authorities to seek voluntary treatment.

Even when ordered to attend therapy sessions, the incestuous father may be extremely difficult to work with in a family therapy context—he perceives it to be an embarrassing experience. Some fathers participate in the treatment program, remaining totally unreceptive, and emerge no different than before. There must be an alternative that makes the treatment program desirable. Substantial incarceration is that alternative.

Is it impossible to treat the psychopathic personality involved in incest? Unlike the symbiotic fathers who turn to sex with their daughters as a way to get human closeness and nurturing, psychopathic personalities seek stimulation, novelty, and excitement. These persons were so deprived and rejected in their own childhoods that they are driven by a strange aggressiveness and hostility, as well as a powerful need for pleasure, excitement, and stimulation. Psychopaths, or sociopaths as they are sometimes called, will use force to commit incest with their daughters—symbiotic fathers will not. Psychopathic fathers may not hesitate to abuse their children physically, as well as sexually. They have no love for their children—they are incapable of love. They have little conscience and no remorse.

Psychopaths can be persuasive and disarming, as well as abusive and brutal. It is possible that a psychopath could complete a treatment program and be completely unchanged. He could return home to again sexually

and physically abuse his wife and children. Psychopaths can be unpredictable and dangerous. They see people as objects to be used to satisfy their cravings. They would best benefit from treatment received while they are incarcerated.

Both treatment and incarceration have positive and negative features. In fathers exhibiting symbiotic personalities and willingness to cooperate with therapists, treatment appears to be the most positive solution. When the father is uncooperative or is a psychopathic personality, incarceration appears to be the most appropriate treatment.

Given two choices, the father will take the path of least resistance. If incarceration is substantial enough to be an inconvenience, he will probably volunteer for the treatment program.

One way to have a positive effect on the family is to attack the basic causes of incest through family and individual therapy. There are a number of successful programs that allow the family to survive as a viable unit.

It is most effective to deal with the family as a unit. The first step is to admit the incest. Often, at the beginning of treatment, the daughter will change her story frequently. The second adjustment to be made is regrouping the family. That is when the family openly faces the incest crisis. The final step of treatment is the acceptance of help from outsiders and from within the family. The family will then strive toward a better life and handle the adjustment. They must be made to understand that incest is wrong and a serious crime.

Treatment Programs

In spite of the well-known, harmful consequences of incest, there are few treatment resources available to incest families. Although these treatment programs may vary slightly, one thing they all have in common is they allow the father to remain employed and support the family. In addition, only in cases in which the father continues to serve as a threat to the child

or has, in the past, brought extreme harm to the child is the father separated from the family. Whether the father will enter one of these treatment programs or be incarcerated depends on his willingness to cooperate and his chances of being rehabilitated.

Success of these programs is partially illustrated by the following:

- (1) Recidivism of less than 5 percent in some programs, compared to a rate of over 85 percent for untreated offenders;
- (2) Children are returned home sooner—90 percent within the first month, eventually over 95 percent;

**“ . . . as long as
society remains
uncaring and
permissive,
incest will continue
to thrive.”**

- (3) Self-abusive behavior of victim children reduced in both intensity and duration; and
- (4) More marriages saved, over 90 percent in some programs.³²

Most treatment programs start with individual therapy of each family member, attacking their low self-esteem. Next there is husband/wife therapy to improve the marital relationship, followed by mother/daughter therapy. Family therapy is the eventual goal.

In 1971, there were only three incest rehabilitation programs around the country. It is estimated that there are now over 200 such programs in over 15 States. Public officials and citizens should be educated to the apparent success of these incest rehabilitation and treatment programs.

One such program is Parents United, founded in 1971, which strives to meet the crime with both prosecution and treatment. It requires a report to police, police investigation, arrest, booking, and then release of the father. The person is limited with a “no contact” judicial order; he is strongly encouraged to temporarily move out of the home so the victim child may remain. To enter the program, the suspect must admit his incest and immediately attend Parents United meetings. He is ordered to start treatment as soon as possible. This will later become mandatory as part of the court order. The goal is to reconstruct the family unit by obtaining treatment for appropriate members. This objective is usually achieved within 6 months. The family will then resume living together. The father is not physically incarcerated unless he does not comply with the court order. The victim benefits from avoiding the additional trauma of court appearance and testimony against a parent.³³

Parents United now has approximately 46 chapters in over 15 States. One of their most aggressive and innovative programs is located in Santa Clara County, Calif. In the last 10 years, that chapter has provided assistance to more incest victims than any other single organization in the country. They claim that remolestations are reported in less than 5 percent of the incest cases. The rehabilitation model appears to be successful and productive.

Children attend meetings of Daughters and Sons United until they are capable of joining their parents in group sessions.

Parents Anonymous, another such program, is organized on a similar model which calls for prosecution for the offending parent when the case is severe; however, the major objective is maintaining the family unit. Parents Anonymous families also enjoy a high rate of success. One may conclude that a prosecution-ori-

Indicators of Sexual Child Abuse

Physical Appearance of Child

- 1) Has torn, stained, or bloody underclothing;
- 2) Experiences pain or itching in the genital area;
- 3) Has bruises or bleeding in external genitals, vagina, anal, or oral regions;
- 4) Has venereal disease;
- 5) Has swollen or red cervix, vulva, perineum, or anus;
- 6) Has semen about mouth, genitals, or on clothing; or
- 7) Is pregnant.

Behavior of Child

- 1) Appears withdrawn or engages in fantasy or infantile behavior;
- 2) Has poor peer relationships;
- 3) Is unwilling to participate in physical activities;
- 4) Engages in delinquent acts or runs away;
- 5) Actually states he has been sexually assaulted by a parent or caretaker.

One or more of the following factors is usually present in an incestuous family:

- 1) Family discord;
- 2) Mental health problem;
- 3) Broken family;
- 4) Alcohol dependence;
- 5) Spouse abuse;
- 6) Insufficient income;
- 7) Social isolation;
- 8) Police court record (excluding traffic);
- 9) History of abuse as a child;
- 10) Inadequate housing;
- 11) Lack of tolerance to child's disobedience and provocation;
- 12) Loss of control during discipline;
- 13) Continuous child care;
- 14) Incapacity due to physical handicap, chronic illness;
- 15) Authoritarian method of discipline;
- 16) New baby/pregnancy;
- 17) Drug dependence; and/or
- 18) Mental retardation.

Noreen M. Grella, Supervisor, Child Protective Services, Santa Ana, Calif., Lecture at Delinquency Control Institute, University of Southern California, January 1981.

Characteristics of Caretaker

- 1) Extremely protective or jealous of child;
- 2) Encourages child to engage in prostitution or sexual acts in the presence of caretaker;
- 3) Has been sexually abused as a child;
- 4) Is experiencing marital difficulties;
- 5) Misuses alcohol or other drugs;
- 6) Is frequently absent from the home.

Parents and authorities should be alert for these warning signs.

ented treatment model can be a viable solution to sexual abuse at all levels.³⁴ It is important for our officials and our communities to support these successful programs.

Conclusion

The taboo labeling of the incest act may cause more harm than good. The laws that are supposed to aid the victim may cause trauma to the child by having the victim testify against a parent. If the parent is punished, this guilt will be even worse. The child will take the blame for separation of the family and bringing shame on the family. This guilt will be compounded if the child loves the abusive parent and does not want the parent to be punished but wants the painful activity to end.

The problem will not be solved until the public is educated and made aware of certain facts. When incest is reported, the victim should generally be believed. Statistics have shown that incest reports have, for the most part, been true.

Unfortunately, as long as society remains uncaring and permissive, incest will continue to thrive. The only way it can be abolished is through public awareness and through individuals who care enough to prevent it.

FBI

Footnotes

²⁷ Supra note 20, p. 182.

²⁸ Ibid.

²⁹ Henry Giarretto, "The Treatment of Father-Daughter Incest: A Psycho-Social Approach," *Children Today*, July-August, 1976, p. 2.

³⁰ Mimi Silbert and Ayala Pines, *Child Abuse and Neglect: The International Journal*, Sexual Child Abuse as an Antecedent to Prostitution, vol. 5, No. 4, 1981.

³¹ Ibid., p. 191.

³² Ron Tunley, "Incest: Facing the Ultimate Taboo," *Reader's Digest*, January 1981, pp. 137-140.

³³ Supra note 17, pp. 191.

³⁴ Ray Helfer and Henry Kemp, *Child Abuse and Neglect*, (Cambridge, Mass.: Ballinger Publishing Company, 1976), p. 155.

National Conference on the Polygraph in Law Enforcement

A conference is being planned to provide law enforcement executives with current program management responsibilities or those who contemplate implementation of a program, an opportunity to view a wide range of polygraph-related issues. Program management, personnel management, training, personnel screening, current legislation, and legal liability will be among the topics discussed. Individuals having an interest in this

type of conference should forward the following information to:

FBI Headquarters
10th and Pennsylvania Avenue, N.W.
Washington, D.C. 20535
Attention: Polygraph Unit
Room 3346,

Name _____
Position _____
Department or
Organization Address _____
Area Code and
Telephone Number _____

The Association of Former Agents of the U.S. Secret Service, Inc.

The Association of Former Agents of the U.S. Secret Service, Inc., (AFAUSSS) will again present an annual cash award to a deserving law enforcement officer, alive or deceased, for exemplary performance in any aspect of law enforcement work.

Any sworn full time officer below the rank of chief who is serving in a city, county, State police, or Federal law enforcement agency in the United States is eligible for nomination.

Exceptional achievement in any law enforcement endeavor, including but not limited to extraordinary valor, crime prevention, drug control and prevention, investigative work, traffic safety, juvenile programs, community relations, training programs, and innovative approaches to law enforcement, qualifies an individual for nomination. The act or incident for which the nomination is made must have occurred since October 1, 1983.

Law enforcement personnel may be nominated by any source but must have the endorsement of the chief of police or agency head. Each nomination must also be accompanied by a brief statement of specific circumstances involving the

distinguished law enforcement performance, supplemented by supporting documentation such as departmental citations, letters of commendation, newspaper clippings, or copies of reports.

The review and final selection of the winner will be made by the Board of Directors of the AFAUSSS and will be announced at the annual conference in the fall.

Letters of nomination, which must be received no later than July 31, 1984, should be mailed to:

Association of Former Agents of the
U.S. Secret Service, Inc.
P.O. Box 31073
Temple Hills, Md. 20748

Dallas'

Subpoena Assistance Unit

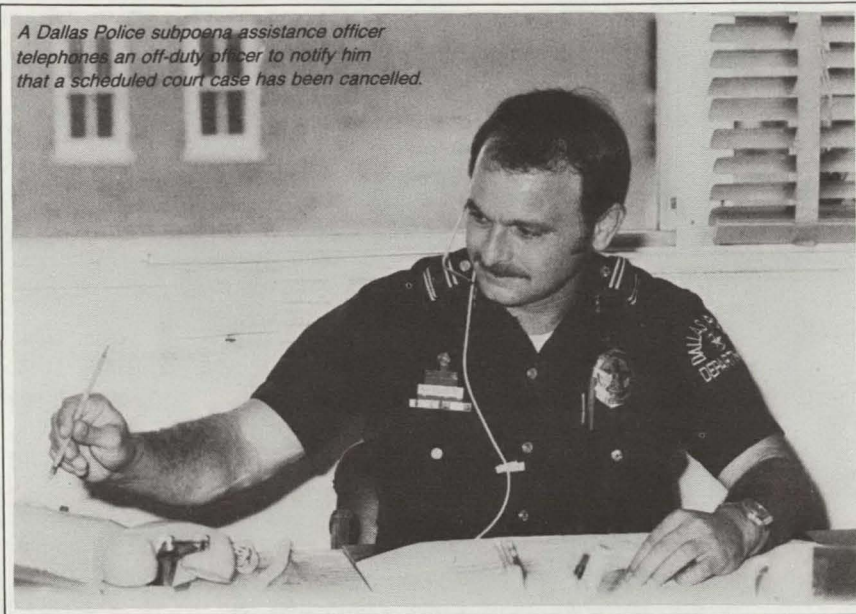
By
BILLY PRINCE

*Chief
and*

W. TROY McCLAIN

*Deputy Chief
Police Department
Dallas, Tex.*

*A Dallas Police subpoena assistance officer
telephones an off-duty officer to notify him
that a scheduled court case has been cancelled.*



All too often, the court summons process has been viewed by individual officers and police administrators as a rather peripheral aspect of police work of minimal importance. Typically, court appearance notifications have been perceived essentially as the function of the courts and prosecuting attorney. Rarely do police agencies assume any responsibility for the court subpoena facet of the criminal justice system, preferring instead to conclude that the police are at the

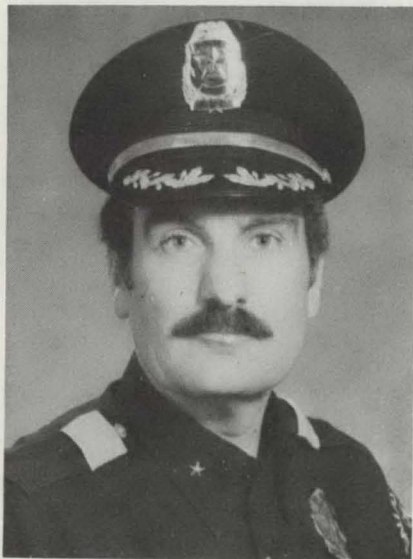
mercy of the scheduling whims of the courts and district attorney.

Unfortunately, this rather narrow view of the court appearance process fails to take into account several significant implications that represent substantial adverse budgetary and productivity repercussions, including:

- 1) Officers' day-to-day attitudes toward the criminal justice process;
- 2) Departmental overtime expenses;



Chief Prince



Deputy Chief McClain

- 3) Reduction in number of personnel available for field service;
- 4) Interagency cooperation; and
- 5) Officers' demeanor in court.

In previous years, Dallas police officers were required to attend court only when personally served with an official, legal subpoena. However, due to personnel shortages of the agencies responsible for the delivery of subpoenas, combined with the ever-increasing number of criminal cases, constables and deputies were no longer able to physically serve every subpoena.

In the spirit of cooperation, department officials agreed to an informal system of court summons that would require officers to respond to subpoenas sent through interagency mail. Officers were mandated to attend court when they received an unofficial court notice ("routing slip") through the mail. In the intervening years, the court summons system was liberalized even more to the point where officers had to honor even a telephone request from the court/district attorney's staff for their appearance in court or be subject to administrative disciplinary action.

The Problem

In 1982, several problems surfaced in regard to the court appearance process. First, officers' day-to-day attitude became negative, and they began to express a growing ambivalence toward the criminal justice system and the court appearance

process. Second, it was recognized that court appearances by officers represented a sizable drain on field forces. Third, there was concern among the staffs of the district attorney and criminal court about the failure of officers to appear in court after proper notification. These issues served as a catalyst for the police department to conduct an indepth evaluation of the court notification and appearance process.

The Study

An analysis of the court summons system revealed several interesting findings, including:

- 1) Subpoenas were emanating from 50 different tribunals, staffed by over 125 prosecutors;
- 2) Approximately 1,800 officers assigned to 9 different stations were subject to subpoenas;
- 3) Most officers were receiving court notifications through the mail, with only a short leadtime;
- 4) Many officers were receiving last-minute telephone messages to appear in court;
- 5) Due to the number of courts involved (50), little consistency existed in terms of subpoena policies or procedures;
- 6) Far more cases were being set in each court than could conceivably be tried. A significant number of officers were being subpoenaed only to be released after docket call; and
- 7) Fewer than 10 percent of the officers subpoenaed to court on any given day actually testified.

The existing summons system resulted in:

- 1) Overcrowded courtrooms;

“The Subpoena Assistance Unit reflected the police department’s commitment to enhancing the efficiency, effectiveness, and fairness of the court summons process.”

- 2) Excessive overtime pay expenditures for off-duty officers attending court;
- 3) Unnecessary depletion of on-duty officers from field service;
- 4) A growing resentment by officers (both on and off duty) about being subpoenaed to court only to sit idly and be dismissed without being called; and
- 5) Lack of uniformity in the summons procedures used by the myriad of courts when requiring officers to appear in court.

These problems manifested themselves in eroding cooperation between the affected agencies, and in fact, engendered an adversarial relationship between the police, courts, and prosecutors.

The Subpoena Assistance Unit

In response to both the findings of the study and the spiraling complaints from officers about the system, several corrective strategies were developed. It was believed important to open the lines of communication with the district attorney’s office and court staff. Meetings were held to establish positive rapport with all the involved parties. The meetings were orchestrated to both underscore the problems from the police department’s perspective and solicit candid input on the needs of the judges and prosecutors.

It was also decided that the problems surrounding the court appear-

ance process were acute enough to create a unit devoted exclusively to the problem. This unit, the subpoena assistance unit (SAU), represented a sizable investment in personnel and other resources. It reflected the police department’s commitment to enhancing the efficiency, effectiveness, and fairness of the court summons process.

Staffing

SAU is staffed by one sergeant (supervisor) and six police investigators. Each investigator was previously assigned to a felony court and formerly served in a police/prosecutor liaison capacity. Every officer assigned to the SAU, therefore, has had training and experience in the interworkings of the criminal courts from which all subpoenas originate. This arrangement is also beneficial from the standpoint that the SAU staff knows most of district attorney/court staff on a personal basis, which facilitates inter-

change concerning mutual problems.

Operations

The SAU processes over 36,000 subpoenas each year from a number of tribunals, including 2 grand juries, 2 misdemeanor appeal courts, 16 felony trial courts, 10 misdemeanor trial courts, 12 Justice of the Peace courts, 8 municipal courts, and a civil service trial board. The unit’s sole responsibility is the processing of subpoenas and the coordination of officers’ appearance in court. There are several key features of the unit.

The SAU uses a special telephone system that incorporates an automatic dialing capability for the 20 “most called” telephone numbers, allowing speedy contact with frequently called numbers. The phones are also equipped with headsets.

When numerous officers are subpoenaed on a single case, the SAU staff doublechecks case documents to ensure that the officers summoned

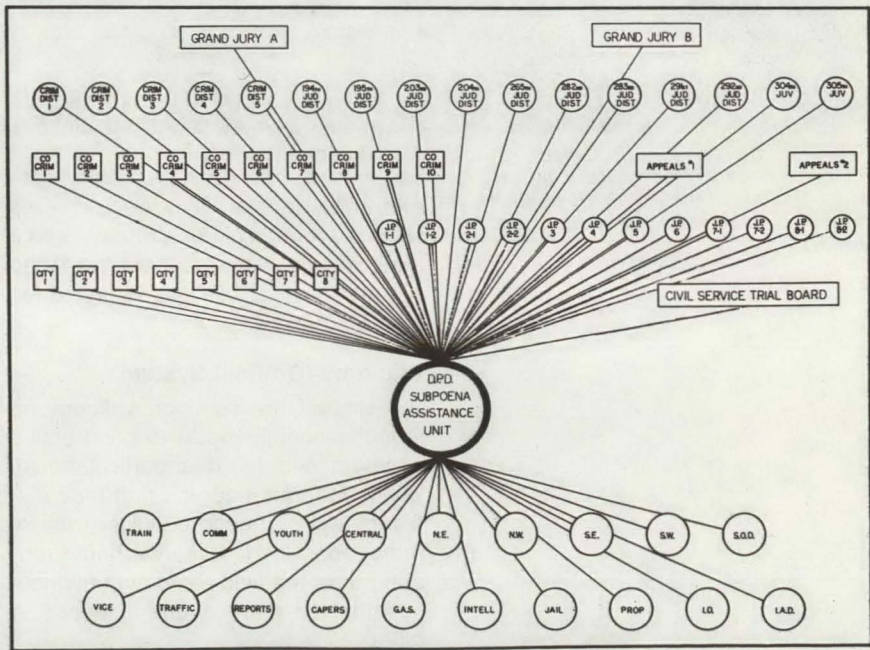


Illustration of how the multitude of subpoenas originating from many courts are coordinated through the subpoena assistance unit to a myriad of police divisions (and officers).

"The subpoena assistance unit is a major step toward coordination and efficient operations between the three key components of the criminal justice network—the police, prosecutors, and courts."



A Dallas Police subpoena assistance officer transmits court summons to officers at remote stations via the computer-assisted subpoena transmittal (CAST) system.

can, in fact, provide instrumental testimony. While the final decision lies with the prosecuting attorney, some unnecessary witnesses are screened out prior to trial, eliminating unneeded trips to court.

Stand-by (On Call) System

Under this concept, officers no longer randomly report to court until it is determined that their particular case will, in fact, be tried and that their testimony will be needed. Officers simply remain on "alert" either at home (off-duty) or in the field (on-duty) until notified that they are actually needed in court.

Computer-assisted Subpoena Transmittal (CAST)

The SAU operates a sophisticated automated court notification delivery system. Essentially, this computer-aided network enables the SAU to "electronically mail" court summons from the main police headquarters to nine outlying police facilities. The CAST system offers numerous time-saving, automated features, including:

- 1) The capacity to identify an officer, his division station, and his duty hours when his badge number is fed into the system;

- 2) The capacity to sort all subpoenas for a given police station and instantaneously transmit a tear-off receipt for each officer, as well as a summary of subpoenas sent for supervisory control;
- 3) The capacity to translate input codes into everyday language on officers' copies of subpoena slips; and
- 4) The capacity to automatically print the prosecutor's office telephone number and the applicable court telephone number on each subpoena slip.

Advantages

There are several advantages to an SAU:

- 1) Specialization—As with any unit that is devoted exclusively to a single function, a great deal of expertise in the problems of subpoena processing is developed. Uniform procedures and policies are formulated to facilitate problem solving.
- 2) Single Contact Point—Previously, court and district attorney's staffs wishing to locate an officer (witness) might be referred to several stations to locate him, often feeling frustrated by being transferred multiple times. Now, the SAU serves as an intermediary, "tracking" any officer needed.
- 3) "Disregard" Capability—Formerly, when a case did not materialize and had to be "passed" at the last minute, locating officers by court/district attorney's staffs to advise officers they need not report to court was often complicated. The common practice was simply to wait until officers arrived at court to inform them that they would not be used. The SAU acts as a convenient relay to notify officers of a cancelled case.
- 4) Court Overcrowding Reduced—Because officers do not report to court until actually needed, court corridors and waiting rooms are less crowded.
- 5) Cost Effectiveness—It is estimated that the SAU will save approximately \$300,000 annually in overtime.
- 6) More Officers Available for Field Service—It is projected that eight full-time officers will be available each day for field service under the standby concept. Under the old subpoena system, these officers would be sitting idly in court.
- 7) Case Rescheduling—If, after receiving a preliminary subpoena, an officer encounters a scheduling conflict with personal activities (i.e., vacation), he may rearrange the case with the respective court through the SAU. In years past, officers were required to be present when subpoenaed regardless of personal commitments. Officers are now able to arrange a postponement on a case which, in the past, seemed only available to defendants.

- 8) Leadtime—Officers are now afforded much more advance notice on upcoming cases. In most instances, officers are given at least 2 weeks' notice. Prior to the formation of the SAU, it was not unusual for officers to receive less than 3 days' leadtime to appear in court.

Conclusion

Cooperation has long been heralded as the cornerstone of effective law enforcement. Unfortunately, however, all too often "cooperation" is a vague and abstract concept. The subpoena assistance unit is a major step toward coordination and efficient operations between the three key components of the criminal justice network—the police, prosecutors, and courts. Such a unit, devoted exclusively to the coordination and systematic processing of subpoenas, can not only improve interagency teamwork but can also enhance productivity. There are other big dividends to be derived not only in monetary matters, efficiency, and morale but also in a renewed willingness to acknowledge that criminal justice should be an integrated system that must work in harmony to achieve mutual goals. **FBI**

Sexual Exploitation of Children

An Overview of Its Scope, Impact, and Legal Ramifications

“ . . . prevention of sexual exploitation and abuse of children constitutes a government objective of surpassing importance.”



By
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Introduction

The past six years have seen increased public and professional concern about an insidious form of child abuse—the exploitation of children for sexual stimulation and commercial gain. Media attention to the problem has produced graphic and alarming reports about a situation too disturbing to fully comprehend. Additionally, Congressional hearings on the subject, culminating in new federal legislation and reviewing its implementation, have given the problem national attention.¹

Two important recent developments at the federal level have also occurred. The first is the release on April 20, 1982, of a report by the U.S.

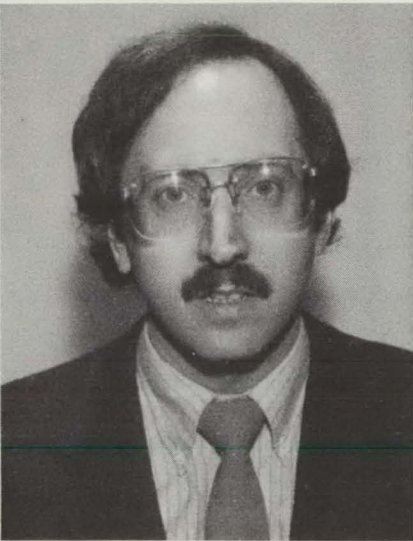
General Accounting Office on teenage prostitution and child pornography and governmental efforts to deal with these problems.² The second is a decision of the U.S. Supreme Court in the case of *New York v. Ferber*, in which the Court unanimously affirmed the constitutionality of state laws which prohibit the dissemination of material depicting children engaged in sexual conduct regardless of whether the material is obscene.³

Speaking for the Court, Justice White stated that the use of children as subjects of pornographic materials “is harmful to the physiological, emotional, and mental health of the child” and that the “prevention of sexual exploitation and abuse of children constitutes a government objective of surpassing importance.”

The Scope of Child Sexual Exploitation

Children are sexually exploited in a variety of ways. Most commonly, they are used as prostitutes or models for the production of pornographic photographs and films. Child pornography is generally defined as films, photographs, magazines, books and motion pictures which depict children in sexually explicit acts, both heterosexual and homosexual. Production, distribution and sale of child pornography is a secretive business,

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Mr. Davidson

making a determination of its full extent extremely difficult. Estimates of the number of children involved range from the thousands to the hundreds of thousands. The statistics cannot be accurately verified and the facts and figures vary, but one thing is clear: a significant number of children are being sexually exploited throughout the country.

Some child pornography and child prostitution operations have become highly organized on a nationwide scale. To date, police have uncovered child pornography and prostitution centers in many large cities. However, operations have also been discovered in suburban and rural communities. More recently, allegations of sexual exploitation of young Congressional pages in Washington, D.C. have made headlines.

There have also been cases where child pornography and prostitution operations have been organized into "sex rings." For example, a Tennessee minister who operated a home for wayward boys encouraged the boys to engage in orgies. He then filmed them with hidden cameras and sold the films. Also, he arranged for "sponsors" to come to the home and have sex with the boys.

However, child pornography is generally a "cottage industry," with production occurring surreptitiously in private homes and motel rooms. Consequently, combatting the problem and protecting the children can be very difficult. It is, however, an essential responsibility of prosecutors.

Profile of People Who Sexually Exploit Children

The rapid growth of child pornography reveals a demand for the material by people who are stimulated by sexual activity with children. They are known as "pedophiles"—people who are predisposed to sexually use children or who turn to them as a result of conflicts or problems in their adult relationships. Some have organized and become vocal about what they believe is their right to sexual fulfillment. For example, the Rene Guyon Society in California purports to have 5,000 members who claim to have each deflowered a young child. Their motto: "sex by eight or it is too late." In May, 1977, the first meeting of the International Pedophilic Information Exchange was held in Wales. It advocates a change in the laws to permit sex between adults and "consenting" children, although such permission is a legal impossibility since children are not capable of consenting.

The pedophile's sexual access to children is gained by either pressuring the child into sexual activity through enticement, encouragement, or instruction, or by forcing such activity through threat, intimidation, or physical duress. However, pedophiles usually seek to control children rather than injure them. Pedophiles are not "dirty old men," but are rather at the younger end of the age spectrum. Many commit their first pedophilic offense while in their teens. Generally, they are neither retarded nor psychotic.

Although it is commonly believed that children are at greater risk of sexual victimization from homosexual adults than from heterosexual, this is not true. Research has found females not only victimized almost twice as often as male children, but where

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child sex offenders have a predominant sexual orientation toward adults, they largely lead exclusively heterosexual lives.

Profile of the Exploited Child

Those who sexually exploit children have little difficulty recruiting youngsters. Typically, the victims are runaways who come to the city with little or no money. It is estimated that as many as 1.8 million children run away from home each year. Adult exploiters pick them up at bus stations, hamburger stands and street corners and offer them money, gifts or drugs for sexual favors.

However, not all exploited children are runaways. Many seem to live normal lives with their families. Frequently, they are children who have been abused at home or live with parents who don't care about their activities. Often the parents are unaware of what their children are doing, but there have been cases where parents have sold their own children for sexual purposes.

The effects of sexual exploitation on children are devastating. Many children suffer physical harm as a result of the premature and inappropriate sexual demands placed on them. Perhaps more serious is the disruption of emotional development. Although the psychological problems experienced by children who are sexually exploited have not been extensively studied, there is ample evidence that such involvement is harmful. One recent study suggests that children who are used to produce pornography suffer harmful effects similar

to those experienced by incest victims. Such effects may include depression, guilt and psychologically induced somatic disorders. Often, these children grow up to lead a life of drugs and prostitution. More tragically, children who are sexually abused are more likely to abuse their own children.

The Need for Effective Prosecution Under Child Pornography Laws

In the past six years, Congress and the state legislatures have played a crucial role in the fight against the rapidly growing problem of child pornography. Prior to 1977 there were few laws, either federal or state, directly addressing the issue. Today, virtually all states and the federal government have enacted laws to help deal with the problem.

In 1978 Congress enacted the *Protection of Children Against Sexual Exploitation Act* (Public Law 95-225, 18 U.S.C. §§ 2251-53). This law extends the federal government's authority to prosecute both the producers and distributors of child pornography. In addition, the law prohibits the transportation of all children across state lines for the purpose of sexual exploitation.

Signed into law in February, 1978, 18 U.S.C. § 2251 provides punishment for persons who use, employ or persuade minors (defined as any person under 16) to become involved in the *production* of visual or print material which depicts sexually explicit conduct, if the producer knows or has reason to know that the material will be transported in interstate or foreign commerce, or mailed. Punishment is also specifically provided for parents, legal guardians, or other persons having custody or control of minors

who knowingly permit a minor to participate in the production of such material. *Distributors* of the material are also covered, as Section 2252 prohibits the shipping or receiving, for the purpose of commercial distribution, or "obscene" child pornography through interstate or foreign commerce or the mails. Finally, the law amends the Mann Act (18 U.S.C. § 2423) to extend protection to males who are transported across state lines for the purpose of prostitution and additionally prohibits the causing of a minor to engage in sexual conduct for commercial exploitation. Previously the Mann Act only prohibited the transportation of *females* for use in prostitution.

The sanctions provided by the law are stiff. Both production and distribution carry penalties of imprisonment up to ten years and fines up to \$10,000. In addition, the maximum penalties are increased to 15 years imprisonment and \$15,000 for subsequent offenses.

Regrettably, to date there have been no successful prosecutions against producers of child pornography under the Act, and as of April 1982, only fourteen convictions of distributors. Responsibility for investigation of these cases has been shared between the Federal Bureau of Investigation and the U.S. Postal Service (with the FBI having jurisdiction over the production aspects of the Act).

According to recent U.S. Justice Department testimony before the Congress, utilization of the Act has been limited by the fact that the statute covers only distribution for commercial purposes. Much child pornogra-

phy is produced for the private self-gratification of pedophiles and is not necessarily produced for any commercial purpose. Many distributors of child pornography loan, trade or exchange this material, rather than sell it, through an underground pedophile "collectors" network. This has led the Department to call for the deletion of the "commercial purposes" or "pecuniary interest" requirement of the Act (legislation has been filed in the 97th Congress to accomplish this: H.R. 6287). To date, only three states (Arizona, California, and Illinois) have child pornography statutes which prohibit the exchanging or trading of this material.

However, child pornography, like child abuse, is generally a state concern. Yet prior to 1977, only two states had laws which prohibited the use of children in the production or distribution of pornographic materials or performances. Today, 49 states have enacted statutes which specifically deal with the problem.

A few states have dealt innovatively with this problem. For example, Idaho has included provisions in its child labor laws which prohibit the employment of children in productions which depict sexual conduct.⁴ Other states have amended their child abuse laws to include provisions which prohibit using or permitting a child to perform in a sexually explicit act.⁵ Some have even gone beyond the traditional notion that child abuse laws apply only to the parents or guardians of a child. For example, Hawaii describes the distribution of child pornography as "promoting child abuse."⁶

Most commonly, however, the states have followed the lead of the federal government and have created separate offenses within their criminal codes which specifically outlaw child sexual exploitation. These laws are similar to the obscenity laws, but many omit the requirement that the material be *obscene*. (In the *Ferber* decision, the Supreme Court ruled that such statutes do not violate the First Amendment). Instead, they prohibit using or permitting children to be filmed or photographed in specifically defined sexual acts. Additionally, they generally prohibit the distribution and sale of such materials.

The vast majority of these new criminal offenses are felonies. Prison terms vary, but are set around ten years in most states and range from one year to life imprisonment in others. Fines also vary, the most common being about \$10,000, but they range from \$1,000 to \$50,000. A few states consider the crime a misdemeanor and provide penalties of less than one year and \$1,000.

All of the sexual exploitation laws impose criminal liability on producers of child pornography. Coercing a child to participate in the production of material depicting sexually explicit conduct has been outlawed in a majority of states. A significant number of state laws specifically include parents as possible offenders, although many other states describe offenders in a more general sense as "any person who knowingly permits (sexual exploitation of a child)," which could be construed to include parents. Finally, a majority of states follow the federal law in specifically imposing criminal culpability on the distributors of child pornography.

Currently, about a dozen states have comprehensive laws which specifically cover all of these classes of offenders. Combined with the states that include people who "permit" children to be sexually exploited, almost half of the state child sexual exploitation laws can be considered comprehensive in terms of offenders.

Statutes which regulate child pornography must describe the type of production prohibited. Most laws prohibit the production of any "visual or print medium" which depicts children in prohibited sexual conduct. Visual or print medium as defined by the federal law means "any film, photograph, negative, slide, book, magazine, or other visual or print medium."

Children can also be sexually exploited by their use in live performances. Consequently, a majority of states also prohibit the production of live performances which depict children engaged in prohibited sexual conduct. While the use of children in such performances is certainly not as pervasive as other forms of child pornography, these states have found the situation serious enough to afford children this protection. The use of children in live sexual performances is not prohibited by the federal law, except where the children are transported across state lines for use in such shows.

Prosecutors face several evidentiary obstacles in child sexual exploitation cases. Among them is the prosecutor's burden of proving that the child was actually a minor at the time of the offense. This is particularly difficult in child pornography cases because the identity and location of the child depicted are usually unknown. To overcome this obstacle, the use of expert testimony to establish the child's age has been allowed in some

"The system, in its zeal to prosecute the criminal, must not forget the purpose of these laws—to protect children."

states.⁷ Also, several states permit the jury to make a subjunctive judgment regarding the age of the child without the aid of expert testimony.⁸ Others have established a rebuttable presumption that a child appearing in pornography is under the age of majority.⁹

Several states have included other provisions within their new laws which assist prosecutors in gathering evidence. The California statute, for example, has a provision which requires adult bookstores to keep detailed records of all transactions from wholesalers and distributors of sexual material involving children.¹⁰ Louisiana has a provision stating that possession of three or more items of child pornography is *prima facie* evidence of intent to sell or distribute.¹¹ The U.S. General Accounting Office report on this topic suggests the enactment of statutes which would require film processors and laboratories that receive what appear to be child pornography to turn the material over to local law enforcement bodies or the state's attorney.

Child Prostitution Laws

Virtually all of the new child sexual exploitation laws focus solely on pornography. Yet, as already noted, the use of children for sexual purposes is not limited to pornography; children are also commonly exploited by their use in prostitution. In fact, many children engage in prostitution before becoming involved in pornography. Thus, child prostitution, while often a forerunner, may be a more serious problem than child pornography.

More than half of the states have separate offenses for aiding child prostitution which are included under their general prostitution laws. These provisions generally prohibit causing, abetting, soliciting or promoting the prostitution of one under a specified age. The offense most commonly applied to those who prostitute minors under these general statutes is "promoting the prostitution of a minor." Promoting prostitution is usually defined as advancing or profiting from the prostitution of another. This offense is generally a higher degree of offense than promoting the prostitution of an adult, and as such, has a higher corresponding penalty. The penalty for this offense is often the same as for the offense of inducing the prostitution of any person by use of force. Some of these provisions specifically state that it is not a defense that the person had reason to believe the child to be above the specified age.¹²

Other provisions under the general prostitution statutes that apply to the prostitution of minors (including soliciting, pandering, procuring, encouraging, and supervising) are again classified as higher degree offenses than those applicable to adults, and again have correspondingly greater penalties. Some of the general prostitution statutes have provisions that specifically provide punishment for those who permit the prostitution of any person over whom they exercise custody or control, or prohibit prostitution by a parent, legal guardian, or one having legal charge of another.

Some provisions of general prostitution law appear to be out of date. A few outlaw the prostitution of only female minors. However, this language is rare, and some statutes have language specifying that the acts mentioned are prohibited without

regard to the sex of any of the parties. Three states separate their child prostitution prohibitions from their general prostitution laws (Arizona, Colorado and Nebraska). Under these statutes, each offense is stated separately and usually covers most of the activities related to prostitution. These include causing one to engage in, permitting a minor to engage in, financing, managing, supervising, controlling, transporting, promoting, procuring, encouraging, profiting from, receiving any benefit from, or soliciting a person to patronize a minor for the purposes of prostitution.

Legal Protection of the Victimized Child

In the event that the child is identified and located in a sexual exploitation case, prosecutors should be sensitive to the difficulties encountered by the child victim/witness. The use of an exploited child as a witness in a criminal prosecution can cause severe emotional problems for that child. He or she may be forced to relive the experience all over again, and endure the guilt and pressure imposed by a court proceeding. To prevent this, innovative techniques developed to protect sexual abuse and incest victims should be used in sexual exploitation cases as well. The system, in its zeal to prosecute the criminal, must not forget the purpose of these laws—to protect children. [For a detailed discussion of sensitive intervention techniques to protect child witnesses in such cases, see, J. Bulkley and H. Davidson, *Child Sexual Abuse: Legal Issues and Approaches*, National Legal Resource Center for Child Advocacy and Protection, American Bar

Association (1980) pp. 10-15; and J. Bulkley, *Child Sexual Abuse and the Law*, National Legal Resource Center for Child Advocacy and Protection, ABA (1981).]

Programs which provide counseling and other services to treat the serious emotional, psychological and physical harm suffered by these children should be identified. Referrals in these cases should regularly be made to the Child Protective Services agency. A number of excellent programs have been developed during the past few years which provide linkages between criminal prosecution and treatment-related programs for victims and offenders in intra-family child sexual abuse case. [See, J. Bulkley, *Innovations in the Prosecution of Child Sexual Abuse Cases*, National Legal Resource Center for Child Advocacy and Protection, American Bar Association (1981).] However, programs are just beginning to emerge which focus on the needs of child victims of sexual exploitation who are involved with law enforcement agencies.

One of these is the D.H.S. Exploited Child Unit in Louisville, Kentucky, which was established as a model of cooperating service delivery organizations dealing with child prostitution and pornography. This project of the Jefferson County Task Force on Juvenile Prostitution and Child Pornography began in July, 1980, as an arm of the county's Department of Human Services. It is housed in the county's Criminal Justice Commission office in order to work more closely with law enforcement agencies. The Task Force consists of representatives from the human services agency, state and local police departments, local F.B.I. and U.S. Postal In-

spection Service, and the County and Commonwealth's Attorney's Office.

Following a massive public information campaign, the Task Force established a 24-hour hotline for reporting matters concerning child sexual exploitation, organized a statewide social service information/referral network and research program, and created a special Police-Social Work Team to handle these cases. Child-victims of sexual exploitation are now referred to the Exploited Child Unit which acts as a case coordinator when cases are being brought before the juvenile court. A goal of the Unit is to both assure effective coordination of the work of the various agencies involved in these cases and to obtain appropriate services for the child-victims. The Unit also provides a communications liaison between the law enforcement and social services community, assists the child in the interviewing process (while assuring that his/her legal rights are protected), helps secure necessary protective custody orders from the court, and establishes a long-term relationship and rapport with the child and family so as to enable successful prosecution of the exploiter.

Conclusion

In its recent report on this subject, the U.S. General Accounting Office presented expert recommendations on the prevention of child sexual exploitation and the rehabilitation of its victims. These included suggestions that:

- Law enforcement officials enforce prostitution laws more vigorously.

- Police develop a more aggressive approach to child sex crimes and establish special child exploitation units to deal with the overlapping problem of child pornography, child prostitution, runaways, and child molestation.
- Prosecutors aggressively pursue convictions in child pornography cases and be specially trained to ensure convictions.
- Legislators increase the effectiveness of present statutes for prosecution of pimps, especially pimps of juvenile prostitutes, as well as to make it easy to prosecute customers of prostitutes, especially customers of juvenile prostitutes.

If each of these proposed solutions is carried out, we can make great strides in combatting this serious problem.

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Footnotes

¹ U.S. Congress. House Committee on Education and Labor. Hearings before the Subcommittee on Select Education. Ninety-Fifth Congress, First Session (Hearings held May 27-31 and July 10, 1977). Ninety-Seventh Congress, Second Session (Hearings held April 23 and June 24, 1982). House Committee on the Judiciary. Hearings before the Subcommittee on Crime. Ninety-fifth Congress, First Session (Hearings held May 23, 25, June 10, and September 20, 1977); Senate Judiciary Committee. Hearings before the Subcommittee to Investigate Juvenile Delinquency. Ninety-fifth Congress, First Session (Hearings held May 27 and June 16, 1977). Hearings before the Subcommittee on Juvenile Justice. Ninety-Seventh Congress, First and Second Session (Hearings held November 5, 1981 and April 1, 1982).

² Report to the Chairman, Subcommittee on Select Education, House Committee on Education and Labor, by the U.S. General Accounting Office. *Sexual Exploitation of Children—A Problem of Unknown Magnitude*. HRD-82-64.

³ *New York v. Ferber*, 50 U.S.L.W. 5077 (U.S. July 2, 1982), reversing and remanding 422 N.E. 2d 523 (1981).

⁴ Idaho Code § 44-1306 (1979).

⁵ See, e.g., Maryland Code Ann. Art. 27, § 35A (Supp. 1980).

⁶ Hawaii Rev. Stat. §§ 707-750 to 751 (Supp. 1978).

⁷ See, e.g., 18 Pennsylvania Cons. Stat. Ann. § 6312(d) (1981).

⁸ See, e.g., Alabama Code 7-233(b) (Supp. 1980); New York Penal Law § 263.25 (1980).

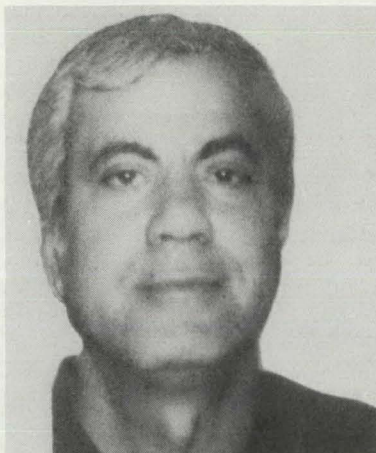
⁹ New Jersey Stat. Ann. § 2C:24-4 (1981).

¹⁰ California Labor Code § 1309.5(a)-(b) (West Supp. 1980).

¹¹ Louisiana Rev. Stat. Ann. § 14.81.1 (Supp. 1981).

¹² See, e.g., Colorado Rev. Stat. § 18-7-407 (1978).

WANTED BY THE FBI



Photograph taken 1980



Photograph taken 1979

Joseph Anthony Imbruglia

Joseph Anthony Imbruglia, also known as Jos. Embruglia, Joseph A. Imbruglia, Joseph C. Imbruglia, Joseph Imburglia, Joseph Anthony Imburglia, Jos. Immeraglia, Daniel John Mancini, Joe Pip, Joe Pips, Frank Rizzo, and others

Wanted for:

False Statement on Application and Use of Passport, Failure to Appear; Rico-Hobbs Act; Narcotics Conspiracy

The Crime

Imbruglia, known associate of members of organized crime and narcotics dealers, is wanted by the FBI in connection with the sale of narcotics and other criminal activities, including truck hijackings.

Federal warrants were issued on December 4, 1980, December 11, 1980, May 13, 1981, and May 20, 1981, in New York, N.Y.

Description

Age..... 60, born October 21, 1923, New York, N.Y., (not supported by birth records).

Height..... 6'.

Weight..... 190 to 210 pounds.

Build..... Large.

Hair..... Gray/black.

Eyes..... Brown.

Complexion Olive.

Race..... White.

Nationality..... American.

Occupations Baker, construction, counterman, masonry, painting, salesman.

Social Security

Nos. Used..... 102-16-5060; 074-22-8700.

FBI No. 2 282 892.

Caution

Imbruglia has been previously convicted of armed robbery and assault. He should be considered armed and dangerous.

Notify the FBI

Any person having information which might assist in locating this fugitive is requested to notify immediately the Director of the Federal Bureau of Investigation, U.S. Department of Justice, Washington, D.C. 20535, or the Special Agent in Charge of the nearest FBI field office, the telephone number of which appears on the first page of most local directories.

Classification Data:

NCIC Classification:

PO65PMPM12181310CI12

Fingerprint Classification:

15 O 9 R OMM 12
L 26 U O I I
I.O. 4915



Right thumbprint

Change of Address

Not an order form

FBI LAW ENFORCEMENT BULLETIN

Complete this form and return to:

Director
Federal Bureau of
Investigation
Washington, D.C. 20535

Name

Title

Address

City

State

Zip

Questionable Pattern

The questionable pattern is classified as a central pocket loop-type whorl with a meeting tracing. Because of the questionable circuit in the center, the pattern is referenced to a loop with two ridge counts.



U.S. Department of Justice
Federal Bureau of Investigation

Official Business
Penalty for Private Use \$300
Address Correction Requested

Postage and Fees Paid
Federal Bureau of Investigation
JUS-432

Second Class



Washington, D.C. 20535

The Bulletin Notes that Officer Carolyn Williams of the Cincinnati, Ohio, Police Department is credited with saving the life of a newborn, whom she delivered. Officer Williams, responding to a radio call, delivered a baby and saw that the baby was suffocating. The officer cleared the baby's mouth, throat, and nose and administered mouth-to-mouth resuscitation until ambulance personnel arrived. The Bulletin joins Officer Williams' superiors in recognizing her prompt and effective action in this emergency.



Officer Williams