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CLAIMS MAKING IN THE CASE STUDY OF MISSING CHILDREN;

A CASE STUDY

A Thesis
Presented to the
Faculty of
California State University,
San Bernardino

In Partial Fulfillment
Of the Requirements for the Degree
Master of Arts
in
Criminal Justice

by
James Leonard Griggs
September 1990

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Approved by:


Don Lindsey, Chair

Sept. 28, 1990
Date


C. E. Tanie Bohm, Jr.


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Chapter 1: Introduction

In America's Western Tradition, kidnapping has been historically treated as a matter of social, political and legal concern. According to Sutherland and Cressey (1974:289) kidnapping is a general legal term defined as: "...taking possession of the body of another person against his will, by force or fraud and in violation of the law." However, further note that kidnapping has historically taken at least 12 different forms. In addition, a brief examination of these forms indicates that the incidence and number of people involved in committing this crime in the U.S. has varied significantly over time.

"First, kidnapping was the basis of the slave trade, and all those who participated in the slave trade and in slavery were accessory to kidnapping." In a similar vein, Kaddish (1983) adds to the slavery issue in pointing out that many abductions or kidnappings occurred during England's Colonial period in the form of creating a class of indentured servants -- a notably profitable business during this time -- a number of whom ended up in America with their masters until the practice was finally outlawed.

"Second, impressment was a form of kidnapping in which a sailor was forced to leave a ship in which he had a legal right to be, to board another ship and work there as a sailor."

A third form involves kidnapping men and forcing them to work as sailors. Although the victims received wages, money was deducted from their pay in order to give a commission to their abductors. Thus, it can be seen kidnapping was most extant during the early history of this nation and ended only during the Civil War period.

As the above forms of kidnapping gradually disappeared, a fourth type attracted attention during the period just prior to World War I. Girls were kidnapped and used for prostitution which came to be known as "white slavery." This, of course, resulted in a number of state and federal laws being enacted to prevent this type of offense. However, it's estimated that very few "bona fide" cases of this form of kidnap ever occurred. Parenthetically, Sutherland and Cressey note that these laws were more "extensively used by girls as a means of blackmailing their paramours."

A fifth and sixth form of kidnapping emerged and drew great public attention during the 1930's. One was kidnappings by organized criminals of other criminals who were held for ransom, and the other was the kidnapping of respectable, wealthy or famous people who were also held for ransom.

Kidnappings of the latter form came to be defined as the most aggravated species of false imprisonment in America

and one of the most serious felonies in America during this era (Kadish, 1983). For example, the kidnap murder of Charles Lindbergh Jr. from his nursery on March 1, 1932 brought perhaps the strongest public response and concern to such crimes ever. The nation was so shaken that kidnapping became an even more broadly defined federal offense when the victim was taken across state lines and became known as the Lindbergh Law. Bruno Hauptman was electrocuted for the murder of the child. He was not executed for kidnapping (as many people believe) under the Lindbergh Law inasmuch as kidnapping was only a high misdemeanor in New Jersey where the incident occurred. In this respect kidnapping for ransom was nothing new, but it was during this period that the incidence of this form of crime was on the increase according to Sutherland and Cressey (1974:290).

The first capital punishment under the Lindbergh Law didn't occur until 1936 when several police officers were kidnapped across the Texas-Oklahoma border after a robbery. Following this event, several states adopted the federal example and made kidnapping a more serious offense.

"Seventh, a special variety of the sixth form occurs when important political leaders are kidnapped and threatened with death as a means of forcing some type of political action."

Eighth, offenders take possession of victims in connection with other crimes for a number of reasons such as security for themselves or sexual gratification. Perhaps the most notorious example of this is the "Red Light Bandit," Carol Chessman. Chessman was sentenced to death in 1951 after robbing a couple and forcing the woman to walk a short distance to his car, sexually assaulting and robbing her. He was finally executed in the California gas chamber in 1960 following several appeals and stays of execution.

Ninth, is a form of kidnapping of more recent (1970-1980) vintage. That is, the high-jacking of airplanes for either financial or political reasons. Currently, extraordinary deterrent efforts and new federal laws have largely stemmed such acts in the U.S.

A tenth form is the matter of illegal arrest by law enforcement officials. "in this sense policemen have kidnapped more persons than all other kinds of kidnappers combined" Sutherland and Cressey contend. However, this seems a rather questionable assumption when compared with the institution of slavery. It would also seem quite debatable in light of new developments since Sutherland and Cressey wrote of the last two forms of kidnapping they describe.

The eleventh form entails kidnapping of children by other women who wish to raise the stolen child and, twelfth

is a form of kidnap that involves parents who divorce and one kidnaps their own children from the parent who has been granted custody by the courts.

In recent years there has been increased public concern and legislation concerning kidnapping offenses, particularly offenses of the last form identified by Sutherland and Cressey. This also raises the issue of missing children generally and the possibility of newly emerging form of kidnap. It is also a concern that has been extraordinary media exposure. This increasing concern became most notable in approximately 1982 and has continued unabated through 1988.

The Problem of Missing Children

Currently missing children is perceived by not only the general public as a serious social problem but by many public officials as well, including some members of the law enforcement community. Evidence cited in support of this claim is in part based on statistics furnished by the National Center for Missing and Exploited Children.

It is said that some 1.5 million children are reported missing in the United States each year. Of these, as estimated one million are runaways. Between 25,000 and 500,000 children are abducted by their parents and children disappear at the rate of 2,000 to 6,000 annually. Hundreds of children's bodies are found in unmarked graves.

The Perception of Crime

These numbers are obviously not precise and no one knows the exact count. It is noted that when a certain crime gets publicity, that crime shows an increase. Many persons who would not ordinarily report a crime call the police after the crime receives media attention. An example of this is evidenced by the increased public awareness of such crimes as rape or incest. The effect often appears to be extraordinarily more crime when it is only more crime reporting. Such is the case with missing children. Often runaways are not reported, just as many parental abductions are not. When media coverage is increased, more people make police reports and seek assistance in the recovery of their children.

Law enforcement officers have also been caught up in the issues, perceptions and misperceptions involving missing children in a number of ways. One such way, as the remainder of this chapter reveals, will serve as the basis for this thesis.

Command College Research

A research study regarding missing children was completed for the California State Law Enforcement Command College sponsored by the California Police Officers Standards of Training (Griggs, 1988). The missing children issue was addressed and particularly, the impact of this

issue on law enforcement by the year 1988. The research appeared to be warranted due to the media coverage and society's interest in missing children as evidenced by missing children's pictures on milk cartons, bulk mailings depicting missing children, and providing sources where the public might receive additional information or offer assistance. Foundations were formed on the basis of some missing children cases such as the Adam Walsh case and the Kevin Collins case. Adam Walsh, age 6, was taken from a shopping center and later found with his head severed. Kevin Collins, age 10, was returning from basketball practice, after refusing a ride from his coach. He was last seen going to catch a bus. His case has not been solved.

The Police and Current Concerns

As a result of cases such as the two above, new legislation affecting missing children cases was passed. The resulting legislation mandated law enforcement to take additional actions that had not been previously required. For example, obtaining within a 48-hour period of time, dental records of missing children for purposes of identification and making reports to state and national missing children clearing houses. Prior to the missing children issue coming to the forefront, it had not been a major priority of law enforcement agencies. It was previously viewed as a social or parental problem rather

than one to be addressed by law enforcement. The missing children issue was deemed to be timely and important, particularly since it had become such a far reaching issue with Congress, causing the formation of the National Center for Missing and Exploited Children. In addition, the Federal Bureau of Investigation was mandated to perform various law enforcement functions, such as searches, and to provide assistance to local law enforcement agencies dealing with missing children cases. This was in answer to local law enforcement agencies expressing the need for additional resources and assistance to meet state and federal guidelines promulgated at the various legislative levels.

It was essential then for law enforcement officers to be prepared to define its role in missing children cases, knowing the history of the missing children issue and knowing the impact the issue had on law enforcement. This information was needed to prepare and plan for the future so that the next ten years and beyond would find law enforcement confident of its role in missing children cases.

The Command College research indicates there are six major implications on the impact of missing children as it relates to law enforcement and the criminal justice system.

The first is runaways. The National Center for Missing and Exploited Children reports that the majority of missing children are missing as a result of the child's running away

from home. Basically, runaways who return home (as the majority of them do) are no longer, if they ever were, a law enforcement problem. Of those who do not return home, some become street wise and turn to a life of crime with such occupations as prostitution, drug runners and petty criminals becoming involved in criminal activity. A small number of runaways do go on to lead useful productive lives.

The second category is parental abduction. These usually occur after one parent loses a custody hearing and abducts the child, taking it out of the jurisdiction of the court. There are several issues which surround parental abduction such as "does one parent have more right than the other?" Examples that come to mind are unwed parents, adoptive parents, and cases where abusive parents have gained custody. Many states have laws regarding the abduction of a child by a parent based primarily on the fact of denying the other parent their parental rights. There are, of course, cases where the child may be in danger from the parent who has custody, but not by the abducting parents, and visa versa.

The third implication is lost children. Some children are simply lost and may have wandered off and fallen into wells, ravines, lakes and rivers, and are never heard from again. Although searches may be conducted, no evidence of the fate of the child is found.

Fourth, probably the most feared by parents, is stranger abduction. These most certainly are a law enforcement issue in that they are bona fide kidnappings for various purposes including pornography, molestation, slavery, murder, ransom, and companionship.

Unscrupulous child help agencies are the fifth concern. The question arises as to whether or not child help agencies should be regulated, who they should be held accountable to, and what legislative body formulates the rules for their operation.

Lastly, there has been involvement at the local, state and national levels on the legislation of missing children laws and questions about funding, resources and parental assistance.

The Problem of Missing Children Reconsidered

In researching this topic, an article by Joel Best, (1987), Professor at California State University at Fresno, was reviewed: "Rhetoric in Claims Making: Constructing the Missing Children Problem." Consideration of this article led to the realization that the Command College research may have unwittingly contributed to constructing a social problem of questionable character regarding missing children. That is, the Command College research process placed a strong emphasis on conforming to what "social constructionists" refer to as "objectivism" as a basis for

deciding if and when a social problem exists. For example, this involves engaging in a pattern of identifying key stakeholders who will assert that indeed there is a social problem, it is not being handled properly, that policies dealing with missing children are deficient and something should be done. A basic premise underlying the constructionist position is that a valid, understanding social problem, or its resolution, cannot be obtained by merely referring to certain "objective conditions" and then simply asserting that a bona fide social problem exists. This led to a broad reconsideration of the previous research effort and its public policy implications.

The Research Problem

This thesis is a critical analysis of an original paper on missing children (see Appendix 1). The paper, entitled "What Will Be the Impact of Missing Children Cases on Law Enforcement by the Year 1998?" was completed as a major project paper for the California Law Enforcement Command College. Past and present events and trends relating to missing children were examined. Several processes, learned at the Command College, were employed to determine a course of action to bring about a desired future state. This thesis shows how the previous research was rhetoric in claims-making. Courses taught by the Command College were

utilized. Processes not presented at the Command College were not allowed.

Summary

The issue of missing children has been in the forefront of the news in recent years. The public is becoming aware of child related cases via the media and both private and public organizations which deal with child related cases. Some recent celebrated cases have drawn much attention to the issue of missing children. Missing children cases are experienced throughout the world as well as on the national and state level.

The National Center for Missing and Exploited Children in Washington, D.C. reports that approximately 1.5 million children are missing in the United States each year. Approximately one million of those are runaways.

Somewhere between 25,000 and 500,000 missing children are victims of parental abduction. Between 2,000 and 6,000 children disappear each year and their cases go unsolved. Some of these children may be abducted and some may be lost and fall victim to accidental death. It is estimated that hundreds of children are buried unidentified.

Numerous agencies throughout the United States have been created to respond to missing children cases. Some of the agencies formed are unscrupulous and prey upon the parents of the missing children and a question arises of

funding resources and accountability of these and other missing children agencies.

This paper is a critique of the California Command College course project and how the author assisted in the construction of a social problem regarding missing children.

Chapter 2: Review of the Literature

As indicated in Chapter 1, much attention has been given to the issue of missing children in the 1980s. The interest range is from personal involvement to government publications regarding national treaties. Included in this wide range of literature are articles regarding the legislation of national, state, interstate, and local laws. This includes attempts to set blame and/or responsibility for a growing social problem. (For example, Best, 1987; Vobeja, 1985; and Fritz, 1986).

The trend in the literature on missing children includes legal liabilities of child protecting agencies and workers, as well as termination of parent-child relations, and international standards for protecting children from abuse and neglect. The confidential information issue is brought up, the legal duties and liabilities of case workers and agencies are outlined to avoid the resultant failure to protect children and their rights. One recommendation is that child protective workers be granted immunity from liabilities.

Illustrating this are the 1986 draft of the United Nations convention on the rights of the child and Ohio's 1985 Missing Children Act (Anglin 1986). In another publication thirty-five criminal justice officials and child protective workers, attorneys and family counselors were interviewed. They analyzed the emotions and motivation

involved in child snatching and child custody practices, legal responses and the problems involved in retrieving a child. Their conclusion and main points were 1) society has increasingly viewed children as people deserving protection and attention. The role of mother versus father is discussed and the fact that 2) fathers are usually the abductors who generally do not have custody, despite decisions such as Salk vs. Salk, where the court ruled that a father need not prove the mother to be unfit in order to gain custody. Fathers, therefore, believe they are being unfairly denied rights of parenthood while still having to pay child support. 3) The trauma inflicted on the child in frequent moves, interference with schooling and social isolation which follows parental abduction is not in the best interest of the child, and 4) finding the abducted child can be both costly and complicated, and laws are extremely vague and open to extensive interpretation by the courts, even though forty-three states have adopted uniform child custody jurisdiction acts which legislates that children be returned to states from which they were abducted (Nobel, 1984).

The book "Missing Children" (Hyde, 1985) explains the nature and extent of the problem of missing children in the United States and describes actions and service programs which are supposed to deal with the problem. This is a book

on prevention and lists steps which teenagers and adults can take to reduce the risk of becoming missing children. It is pointed out that the main category of missing children consists of runaway teenagers, but also discusses parental abductions and abductions by strangers. It lists such remedies as action groups, hot lines, shelters, and legislation as a means to combat the missing children problem. Arguments both for and against the fingerprints of children is discussed. Two of the main child help agencies are the National Crime Information Center (NCIC) and the National Center for Missing and Exploited Children in Washington D.C.

Agopian (1985) analyzed parental abduction cases revealing that the crimes occur after a divorce action and following a period of compliance with court mandated visitations. The first year in which California law made parental abduction illegal was the fiscal year 1977-1978. The study data came from cases screened in Los Angeles county during that year. It found that parents communicated, after the child theft, in almost half of the cases and involved the abductor's assertion to keep the child. Over half of the abductions took place within 18 months of divorce and 37% occurred two or more years after the divorce. The offender desired to maintain a full time relationship with the child and to help re-establish the

marital relationship. California and national data suggests that about one child theft occurs annually for every twenty-two divorces.

Reference books to aid attorneys in better understanding the current status of children's laws have been published, as well as the federal and state statutes which affect present and future conditions of minors.

Emancipation and independent living, foster care, adoption, aid to families with dependent children, Social Security, and custody laws are outlined in one such publication by Horowitz (1984).

The protection of children from exploitation is also described by Horowitz (1984) and describes federal and state laws relating to the protection of children from three types of exploitation; oppressive child labor, pornography and prostitution, and parental kidnapping. Child custody disputes and parental child snatching are discussed by numerous authors.

Some data is available, as we have seen in the introduction, regarding missing children from such sources as the Office of Juvenile Justice and Delinquency Prevention, the National Center for Missing and Exploited Children, and the National Crime Information Center and are available in government publications ranging from 1984 to 1986.

Approximately fourteen hearings were held by the United States Senate and House of Representatives between 1980 and 1985, on the Missing Children issue.

With all this legislation and guidelines on how to handle cases of missing children and the assertion by some experts of the problems of child pornography and sex rings, it would appear that a significant social problem does exist with missing children. Moreover, the problem seems to exist independently of any external relationship to any particular observer and thus should be apparent by all observers. This characterization, of course, assumes an objectivism viewpoint. Therefore, if one could not see this, it would be because they were unable to see it, and for no other reason (Hazelrigg, 1986).

The Command College Research

With the above considerations in mind, the Command College Research (Griggs, 1988) was undertaken to determine what the impact of missing children cases would be on law enforcement by the year 1998.

The research project included visits to the National Center for Missing and Exploited Children in Washington D.C. and the "I Search" program which had been initiated in Springfield, Illinois. Several techniques were utilized to forecast trends and events which had the most impact on the issue of missing children, an issue which was unquestionably

taken to be a pre-existing social problem of major proportions. The trends and events were forecast using the nominal group technique and the trends were determined to be:

1. children awareness programs/better education
2. law enforcement accountability and poor response
3. legislation relating to missing children
4. lack of communication between agencies dealing with missing children
5. increase in organized crime network.

The events were determined to be:

1. formation of a missing children task force
2. victims rights group becoming more vocal
3. publicity of a major missing child event
4. change of law enforcement view of missing children cases
5. more funding for missing children cases.

Critical Trends and Events

After this was established, the most critical events were determined by using a cross impact analysis. They were, victims rights groups becoming more vocal and publicity of a major missing child event. The most critical trend was determined to be, legislation. There were several policies considered regarding missing children. Future scenarios were developed which would "demonstrate" the outcome of the future and a change in the system. Also used

was what was known as a "domesday scenario"; (that is, if those things we predicted to go wrong, did go wrong). From these scenarios strategies were developed along with an implementation plan and responsibilities were determined for the persons who would have the most impact on missing children cases in the future.

A Desired Future State

A program was then proposed which would hopefully achieve the desired future state. Since the past and present were known, it could be determined what must be done to achieve the desired future. Those persons who had the most impact on missing children cases were slotted to continue their involvement; such as the president of the California Chief of Polices Association and Director of the California Department of Justice, who would become the executive director and transition manager. The transition from the present to the desired future state would be accomplished through education, information sharing and team building.

These were methods and procedures which were required by the Command College staff, and in fact, were essential in research and the writing of the Command College major project. A more specific description of these methods follows.

The Nominal Group

The nominal group consisted of diverse and knowledgeable experts in the field of missing children and met at the San Bernardino Police Department in California to determine the trends and events that had the most impact on the issues. The trends were then evaluated as to what will be and what should be by 1998. This was placed on a trend evaluation form and charted from where we were in 1983, "the past": 1988 "today:" and 1998, "the future." A cross impact analysis was performed on the events which forecasted the impact of one event on another and the impact of the events on the trends. The group was then asked to perform an event evaluation form and list the year that the probability of the event would occur and the probability of that event occurring in the next five and the next ten years. They were then asked to evaluate on a scale of minus ten (-10) to plus ten (+10) the net impact on the issue of missing children and the net impact on law enforcement in general.

Critical Actor Events:

It was determined that the most critical actor events were "victims rights groups becoming more vocal," which had an impact on all four other events and three of the trends; "publicity of a major missing child event" was a critical

actor event and it had an impact on three of the other events and four of the trends.

The most critical reactor events were determined to be "formation of a task force." This event was impacted by every other event according to the nominal group. The event of "more funding for missing children cases" was also impacted by every other event. The most critical reactor trend was determined to be "legislation" which was impacted by every event.

Policy Development:

Considering the results of the cross impact analysis, the critical actors and reactors became the target for policy considerations which could affect them. It was determined that no policy could be formulated which would bring about "victims rights groups becoming more vocal" or "publicity for the major event." It was necessary, therefore, to consider also the five events and five trends which had been identified by the nominal group. Policies were then developed which would impact the issue. They were:

1. Initiate legislation for state licensing of public missing children agencies.
2. Develop an education program by law enforcement which would be available to the entire community including victims rights groups, the media, and school related groups.
3. Establish law enforcement units designed exclusively for missing children to include

mandated enhanced training for missing children unit officers.

4. Law enforcement to take a "hard line" stand against child pornography.
5. Revise National Crime Information Center (NCIC) and California Law Enforcement Teletype System (CLETS) setting standards for national inquiry into missing children cases and statistics.

These five policy alternatives are forecasted to have a positive impact on the major events and trends.

Strategic Planning:

A strategic management process which included strategic decision making, strategic planning and policy consideration was developed and the plan was to be enacted during the transition management period from the present state to the desired future state. Major stake holders, those groups or persons who may be affected by, or attempt to influence the issue, were identified. The ten major stake holders were:

1. Law enforcement administrators
2. Private sector missing children agencies
3. Police Officer Standards and Training
4. Legislature
5. Probation/Juvenile Hall Departments
6. Federal Department of Justice
7. State Department of Justice
8. Family parent groups
9. National Center for Missing and Exploited Children
10. Federal Bureau of Investigation.

Several group and organization assumptions were made by the nominal group, as to what the stake holders' roles would be in order to anticipate what action should be taken to achieve the desired future state. These assumptions were then rated using a policy delphi as to the feasibility and desirability of each course of action and it was determined that action be implemented in the following order:

1. Law enforcement take a "hard line stand" against child pornography.
2. Law enforcement develop an educational program on missing children for the community.
3. Law enforcement establish units to exclusively handle missing children cases.
4. Share missing children information with all agencies.
5. Legislation to establish licensing for missing children agencies.

Transition Management:

An implementation plan began with administration and logistics and the critical mass was identified from the list of stake holders. Members of the critical mass comprised the team responsible for carrying out the transition management plan. A responsibility chart was completed to identify which stake holders had the duty to carry out each selected policy alternative. An action strategy plan, aimed at retaining the involvement of the critical mass, was included. The implementation of the alternative policies required commitment from law enforcement administration and

a commitment from the legislature. A team building effort was necessary, although members of the critical mass already existed with the common interest in missing children, and the task force was formed in order to move the team to the desired state and build on what information and interest already existed. Each of the critical mass identified from the stake holders had a goal and were expected, or assumed to perform certain actions relating to the missing children issue. "Law enforcement administrators" were expected to make changes happen, although they needed some background on the missing children problem in order to insure a sustained commitment. "The legislature," although expected to make changes happen, needed to be more informed as to the problem and set a positive course of action. "Peace Officers Standards of Training" were needed to be more informed as to the problem and set a positive course of action. "Peace Officers Standards of Training" were needed to investigate missing children educational programs for investigators and related agencies to insure that the information that was provided would adequately address present and future missing children cases. The State Department of Justice was a "clearing house" of sorts for missing persons which included missing children for the State of California. It did not have investigators assigned to assist local agencies with cases and the Department of Justice was not consulted on

missing children problems. Neither the Department of Justice nor the State Department of Missing Persons was adequately funded to make it an effective tool in receiving, handling and disseminating missing person/children information.

The successful transition from present to desired state required the involvement of the stake holders and their commitment, understanding, and their investment to proceed.

Implementation:

The implementation was to take place over a two year period with the California State Department of Justice as the coordinating agency and the supervisor of the missing persons unit as the project's director. This would insure that the plan was carried out and had responsibility to assess the needs and follow up on all other members of the critical mass as well as other stake holders. The project director was responsible to the legislature and had the ability to communicate with law enforcement administrators, and it was the project director's duty to keep the project moving forward during this period. Commitment and team building were keys to the successful transition, with funding available from several sources which would be determined by the critical mass to possibly include state, federal, and private grants.

The Constructionist Perspective:

Another way of looking at Missing Children is the constructionism perspective. In order for a social problem to exist it must be pointed out as a social problem. Without an act of attention social problems are unperceived or perhaps falsely perceived. The pointing out of the social problem is an integral part in bringing that problem to the consciousness of society. (Hazelrigg, 1986) That is to say that social problems are socially constructed. Thus, in order to have a problem with the missing children issue, it must be viewed as a problem by society, not only because there are missing children, but also because of the interactions that all the participants in the missing children issue have become involved in, which includes law enforcement and all the stake holders which were listed in this research. (Schneider, 1985)

Social Problems and the Media:

Generally speaking, the participants in a social problem hope that the media will help them in their claims making regarding a problem and give credibility to their assertion that a problem exists. However, some studies assert that the media does not merely repeat the problem as stated by the claims makers, but rather shape the news themselves. (Schneider, 1985) The media makes decisions that influence which subjects will appear and their

presentation. Despite the fact that some groups may call this bias reporting or coverage, media executives decide what is news and what is not.

Claims Making:

Researchers should consider both data and behavior that is relevant to the issue being researched. Any claim that is made, whether it is accurate or used for emphasis such as in the worse possible case scenarios regarding stranger abduction of children where the child is sold into slavery, used by a pornography ring, and ultimately murdered, are given credibility when all claims made are treated as if they are valid. This validity may sometimes be produced by media coverage or other participants in this issue. When other persons act on this information such as officials and professional people and accept responsibility for bettering the conditions relating to an issue, the claims makers win and the social problem, real or perceived, now exists.

(Schneider, 1985)

Claims Making Regarding Missing Children:

Joel Best used Toulmin's (1958, 1979) Categories to examine claims made about the missing children issue. He cites the constructionist approach to social problems in demonstrating how through claims making social policy is affected (see Figure 1). Since claims making is a rhetorical activity, Best uses the study of persuasion to

Figure 1

STRUCTURE AND OUTLINE OF CLAIMS MAKING ABOUT CHILDREN

D (data).....So C (Conclusions)
Grounds

Since
W
(Warrants)

- I. Grounds (Socially Constructed Knowledge)
 - A. Three types.
 - 1. Definitions
 - 2. Examples
 - 3. Numeric estimates
 - B. Definitions.
 - 1. Domain statements.
 - 2. Orientation statements.
 - C. Examples.
 - 1. Emotionally-Riviting "Grabbers."
 - a. Horrific examples of atrocity.
 - D. Numeric Estimates.
 - 1. Incidence Estimates.
 - 2. Growth Estimates.
 - 3. Range Estimates.
- II. Warrants.
 - A. Six types justify drawing conclusions from the grounds.
 - 1. The Value of Children.
 - 2. Blameless Victims.
 - 3. Associated Evils.
 - 4. Deficient Policies.
 - 5. Historical Continuity.
 - 6. Rights and Freedoms.
- III. Conclusions.
 - A. Four Sub Types.
 - 1. Awareness.
 - 2. Prevention.
 - 3. Social Control Policies.
 - 4. Other Objectives.

Based on Best's (1987) analysis using Toulmin's (1958, 1979) Basic Structure for arguments.

analyze the claims regarding missing children. Best goes on to examine the structure of argument outlined in "The Uses of Argument" Steven Toulmin (1958, 1979) and calling the claims, "data" as the basis for the warrants which occur; and therefore, one must conclude that missing children is a problem and something must be done. Best began with "grounds" or "socially constructed knowledge" and divided it into three types: definitions, examples, and numeric estimates. Of the definitions, domain statements are those which are the boundaries, or domain of a phenomenon and orientation statements defines what sort of problem it is. Examples are given which are usually emotionally riveting "grabbers" with horrific examples of atrocity. For example, the head of Adam Walsh being found by his father during the search for the missing boy, and the young bodies being found in plastic bags and trash cans. Numeric estimates first count the number of incident estimates of missing children cases, growth estimates asserting that the problem will get worse or deteriorate unless action is taken, and the range estimates which suggest that anyone anywhere could be affected. There are six warrants which lead to the conclusion. The warrants are:

1. the value of children
2. that children are blameless victims
3. the associated evils such as children being abducted for pornography or other acts

4. deficient policies to deal with the missing children problem
5. historical continuity; for example, a missing children act was enacted, therefore future actions are justified
6. rights and freedoms of all citizens, and primarily children who would fall victim

"Conclusions" are therefore formed and in this case are of four types. First, the awareness that there is a problem and claims makers are seeking to present this problem and bring it to the attention of society. Two, prevention of children being victimized in the future and third, social control policies. In this case, if no government agency would assist the parents of a missing child, the child could still be listed with NCIC by the parents. Fourth, other objectives are also mentioned, such as, claims makers ask the federal government to make a report on the actual number of missing children. Following this were such things as sexual assaults against children by persons known to the family or the child, prosecution of adult offenders who exploit children, more careful screening of people who work with children, and generally taking an overall look at those things which may become threatening to children.

The plea was made, by missing children claims makers, for federal intervention because the states did not work together. This was a call to action to alleviate or eradicate a social problem. Mothers Against Drunk Drivers

similarly pushed for more control over youth, and assistance in controlling a social problem (Reinarman, 1985; Carpenter, 1985).

Counter claims that there was not missing children problem appeared and asserted that the claims were exaggerated. The counter claims were that children were being unnecessarily frightened and subjected to psychological damage (Kantrowitz and Leslie, 1986; Vobj da, 1985).

Summary:

This chapter began with a general review of the literature which indicated that missing children constitute a significant social problem by making reference to certain objective conditions. The initial research study upon which this critical analysis was based and the conditions imposed by the California Command College was described, followed by a basic perspective of the constructionist position with respect to social problems. In particular the analysis of missing children by Best (1987) was discussed in light of the 1988 Command College Project strongly suggesting that it may have been an exercise in claims making. If so, it's further suggested, such efforts can be seen as materially aiding in the construction of a social problem. This, in turn, has implications for altering public policy which may or may not be justified, in light of various counterclaims.

Chapter 3: Analysis

This chapter will contain an analysis of the extent to which the Common College research (Griggs, 1988, seen in Appendix I) consisted of an exercise in the construction of a social problem. The step-by-step methodological procedures and processes used to complete the original research on missing children will be examined. More specifically, this analysis will examine the methodological steps in light of Toulmin's (1958, 1978) claims making model. This will entail identifying points of contact between the original study and Toulmin's model concerned with Grounds, Warrants and Conclusions.

Further, an attempt will be made to judge or evaluate the degree of overall correspondence that exists between the model and the original study. This should provide a gauge to draw conclusions about the efficacy of the futures methodology and policy implementation of the earlier research.

Research Situation

As indicated earlier, the research methodology used in the Command research on Missing Children was prescribed. A research proposal was thus prepared based on techniques intended to evaluate the future state of missing children and the impact such a state might have a law enforcement. Accordingly, a review of the literature was first conducted. This was then followed by site visits to conduct a series of

interviews with missing children experts. Each expert was asked to answer questions based on an interview schedule intended to tap their perceptions of the extent and seriousness of the missing children problem. What, if anything, should be done about the problem? (See Appendix A).

At first, the experts interviewed related that they thought everything which could be done, was being done. There was no problem with how missing children cases were being handled. However, when asked what improvements could be made, they named sixteen major problems, five possible future problems, and recommended ten solutions (see Appendix A, page 10).

However, the contingencies of the interview situation seemingly prompted these persons to rethink their original position. That is, they may have wondered why the state of California would spend the time and effort on missing children research if there was no problem. Grounds were thus introduced with some definitions and examples. Definitions of missing children, i.e., stranger abduction, were most highly emphasized. Interestingly, it was learned during these interviews that persons working within the missing children field didn't consult with one another. In California, for example, the Office of Criminal Justice Planning published a booklet regarding missing children. In

doing so, the Department of Justice was never consulted even though they keep the statistics on missing children. Both departments are located in Sacramento on the same street.

Nominal Group Technique

The nominal group technique was used to begin the future planning of the project. Nine people were assembled at the San Bernardino Police Department in San Bernardino, California in order to develop a list of trends which would impact the major issue: "What will be the impact of missing children cases on law enforcement by the year 1998?" The nominal group technique is a brain storming technique wherein the facilitator uses a round robin system of asking for a major trend which would impact the issue in the next ten years. This same method was also used to project the five major trends that will impact the missing children issue by the year 1998.

With the people assembled into a group, they were instructed as to why they were there. In doing this, the social problem was defined and supported by highlighting the problem of missing children. The group was advised regarding estimates of the number of missing children, particularly the seriousness of "stranger abduction". The group members supplied additional examples, such as "child murders for satanic worshipers". This introduction constituted what Toulmin called "Grounds".

The group was then asked to give a rating to each trend. This information was then averaged and placed on a chart showing the high, median and low for each trend named by the nominal group. The group was next called on to decide which of the trends are the top five and will have the most impact on the issue.

The same method of brain storming was used to determine the events. That is, the group then performed an evaluation of events estimating the probability that any given event will occur within the next ten years and what the net impact on the issue will be including the net impact on law enforcement.

Cross Impact Analysis:

A cross impact evaluation form was then completed supposing that a particular event occurs with a probability value given, and if this event actually occurred, how would the probability of the event on other events be affected and also how would this event affect the trends. This provided more "grounds", i.e., if one undesirable even occurs, others will follow, which is an example and a numeric estimate.

Scenarios:

Following the cross impact analysis, three future scenarios were introduced. One was a "demonstration scenario" which illustrated what could happen if things continue the same as they are today. The second scenario

used was a "system change scenario" wherein all the forecasted events compiled by the nominal group on missing children come to pass. The third scenario was a "slice of time scenario" which takes place in 1998 and the worst case scenario has occurred. The scenarios are considered useful in that one is supposed to have a picture of the future in mind through their utilization. Then, in theory, a person can determine what action needs to be taken in order that a desired future state may actually occur.

This aspect of the research process was completed based on information received in the exchange during the nominal group exercise. These scenarios were congruent with Toulmin's "grounds and conclusions". The scenarios point out that if something isn't done now to change the missing children problem for the better, then the future will be grim indeed for missing children.

Nominal Group and the Stake Holders:

A second nominal group was brought together which identified stake holders. Stake holders are persons who may be affected by, or attempt to influence, the issue of missing children. Stake holders could also be "snail darters" (a person or persons who may have a serious impact on the issue, but not appear to be a major stake holder at first evaluation). "Snail darters" may make counter claims. The second nominal group was asked to identify who the major

stake holders were regarding the issue of missing children. This group also was drawn in with "grounds" like the first group.

Situation, Mission, Execution, Administrative Control

(SMEAC):

This next step in the process called for developing a strategic plan using the SMEAC process as required by the Command College. The plan began by describing the situation as it existed regarding the missing children issue as was followed by a mission statement for the project. This included a plan for the execution of action intended to arrive at the desired future state. Assumptions based on the second nominal group's estimates were used to facilitate the Strategic Assumption Surfacing Technique. This is a method designed to forecast what each of the stake holders might do. What each major stake holder can be assumed to do and cannot be assumed to do are taken into account. This was done for each of the ten major stake holders who were identified. The "conclusions" were thereby planned to make stake holders aware of the problem, begin some prevention programs and change current policies. Education of the public and law enforcement were further objectives.

Summary of Stake Holder Assumptions:

The second nominal group was again used and a Policy Delphi method was initiated. The group members were now

required to give a value score to each of the assumptions of the stake holders. They rated the feasibility and desirability of policy alternatives which were also developed by the group in order to maximize the probability of the desired future state.

These assumptions are "conclusions" in that their purpose is to make the stake holders aware of the missing children problem and prompt them to change social control policies.

Policy Alternatives:

In order to determine which course of action to take, the selected alternatives were plotted as to their certainty or uncertainty and their importance. Depending on how certain and how important an alternative was projected to be determined the order in which it would be addressed. The alternatives were assigned a numerical value between one and five according to their certainty and importance. (See Appendix, pages 39 through 46). Within the framework of Toulmin's model, this would be considered as providing warrants.

Policy Development:

The group then considered the results of the cross impact analysis mentioned earlier. They determined if the policies could be put into force, and which would bring

about the desired future state considering the trends and events established earlier.

The process of identifying stake holders, working with assumptions about them and developing policies and alternatives, resulted in the creation of numerous "Warrants" referred to in Toulmin's model. As an example, children are the victims of deficient policies. They cannot help themselves, therefore others must help them. Hence, deficient policies must be changed to help these blameless victims.

Negotiation Strategies:

In dealing with groups and individuals, one should consider those having an impact on the research. It is also important to determine if there are any items, whether they be trends, events, or policies which are negotiable or, more important, non-negotiable. Some individuals or groups may find some of these factors undesirable and therefore resist these items or limit their involvement.

The Critical Mass:

The second nominal group was used a third time to determine who of the stake holders belonged to the critical mass and would comprise the team which would be responsible for carrying out the transition management duties from the present time to the desired future state. Once this was accomplished, it was necessary to form a task force

comprised of the critical mass and begin team building with the group so as to determine the maximum impact that might be brought to bear on the issue. Thus, it was deemed essential that someone be designated as the person responsible for the overall outcome of the program, a person with the power and ability to implement the five stated policies that had been developed.

These five policies were:

1. Initiate legislation for state licensing of public missing children agencies.
2. Development of an educational program by law enforcement which would be available to the entire community including victims' rights groups, the media and school-related groups.
3. Establishment of law enforcement units designed exclusively for missing children to include mandated enhanced training for missing children unit officers.
4. Law enforcement take a "hard line" against child pornography.
5. Revise National Crime Information Center (NCIC) and California Law Enforcement Teletype System (CLETS) setting standards for national inquiry into missing children cases and statistics.

All policy alternatives were predicted to have a positive impact on the major events and trends. These aspects constitute a strong correspondence with Toulmin's "Warrants" with deficient policies as the target.

Commitment Planning:

The group was also asked to decide not only the current level of commitment of the critical mass; they were also

asked to identify the desired future commitment of each of the members of the critical mass and they were asked to delineate specific steps that could be taken in order to insure a sustained commitment of each of the members of the critical mass.

Law Enforcement Administrators:

Law enforcement administrators, it was determined, should also be expected to make change happen. However, it was further determined that they needed more background on missing children. Steps that were determined to insure this group's commitment included:

1. Training in child pornography. The FBI, one of the stake holders, was identified as an excellent agency to provide this training because they employ experts in that field. (This is a warrant in that it will keep the FBI involved, a historical continuity. It is also a conclusion with training as an objective).
2. Law enforcement administrators need training in educational programs regarding missing children so they can effectively administer programs for their communities, a "conclusion" relative to Toulmin's model.
3. Law enforcement administrators need training in the area of missing children investigation so they can appreciate what is involved in handling these cases and the need to share information, an objective and thereby a "conclusion" according to the model.

The Legislature:

The legislature was also expected to make changes happen. However, it was also held that they need to be

better informed regarding the missing children problem and set a positive course of action.

1. Therefore, the legislature needed to be advised of the missing children problem and given a summary of the educational programs presented to law enforcement administrators.
2. The legislature needed to be made aware of some problems which exist in the dissemination of missing children information to all agencies. This will explain the necessity for licensing to insure that present and future missing children agencies are reputable. This points out deficient policies and comes under the heading of "warrants". It is a "conclusion" and meets an objective of information sharing.

California Peace Officers Standards of Training (P.O.S.T.):

Additionally, P.O.S.T. needed to research missing children educational programs for investigators and related agencies to insure that information is provided that would adequately address present and future missing children cases. Prevention and education are both involved here. They were outlined in Toulmin's "conclusions".

State Department of Justice:

The State Department of Justice is a "Clearing House" for missing children which includes missing children from California. This agency has no investigators assigned to assist local agencies. Thus, in order for them to be effective, the following steps were designated to insure their commitment. Deficient policies, future planning and funding are brought out in the following three involvement

strategies. Toulmin mentioned these in "warrants" and "conclusions" (other objectives).

1. Make an assessment of the needs of the missing persons bureau.
2. Become involved in planning for future handling of missing children cases.
3. Seek adequate funding to insure that there are necessary resources in order to be able to perform their tasks and be held responsible.

Management:

The implementation of this plan to reduce the impact of missing children cases on law enforcement should be realized in a two-year period, it was determined, along with obtaining the required commitment from all the stakeholders, particularly the critical mass. The reduction of the impact of missing children cases on law enforcement and stakeholder commitment are objectives and meet the criterion for Toulmin's "conclusions".

Conclusions:

The critical mass and the snail darters were considered to be the most important factor in relationship to "conclusions". They were to be made aware of the missing children problem and what part they would play in the solution. They were also to be designated as the leaders in preventing missing children and controlling future policies. It became apparent upon the completion of the California Command College project on missing children that what had

largely taken place was to have engaged in a substantial claims making process regarding missing children. Indeed, missing children appeared to be a major social problem at the outset, one that was not being dealt with correctly, but one that could be set right because of this research. In retrospect, these were very questionable assumptions, in light of the constructionist perspective.

Growth Estimates:

The assertion was made by the title of the original paper that if something is not done now, ten years from now the problem of missing children will have an impact on law enforcement. Yet the exact impact was never determined with any precision leading readers to their own imaginations and estimates.

Range Claims:

Since it was not known how many children are missing due to various reasons, there could be no more than the most gross kind of estimate. Hence, who can really determine the extent of the future problem and its impact on law enforcement?

Warrants:

In the original research paper, it was concluded that something must be done, legislation must be passed and stakeholders must become or remain involved. This is what Toulmin referred to as warrants. In the claims making, it

was determined that no one knew the exact statistics regarding which children were runaways, which were parental abductions or which were stranger abductions. No one knows what the exact figures are, and one can only speculate. This alone would indicate that at the very least, accurate statistics must be kept to determine what is happening to our children and assert the warrant that something must be done regarding the missing children problem.

Deficient Policies:

The research went on to indicate that the current policies such as the inaccuracy of statistics which are kept at all levels of government are inadequate, insufficient, and something must be done. There is also a lack of commitment on the part of law enforcement when handling missing children cases. There seems to be a lack of interest and lack of legislation in dealing with runaways.

Historical Continuity:

As I have stated in my research and Joel Best (1987) has in his article, the FBI's failure to be involved and their need to be involved in the future in order to reduce the missing children problem also becomes a warrant. The FBI currently has a unit which handles child pornography and exploited children cases. Efforts to increase the FBI involvement in missing children cases would thus be a historical continuity.

Awareness:

With the media hype of the missing children issue and efforts on the part of claims makers, both public and private, the missing children issue was brought to the forefront. This awareness effort was carried on with the research and writing of the original paper.

Prevention:

The research states that something needs to be done in the way of prevention over the next ten year transition period to arrive at a desired future state. Missing children should not be a law enforcement problem. There should at least be a reduction of the number of missing children. Later this year (1990), Post is mandating missing children education for all California Law Enforcement officers. Since the study was originally submitted to Post, it can only be concluded it had some bearing on the missing children training.

Social Control Policies:

Children are now allowed to be entered on the National Crime Information Center's computers. That information was available to the National Center for Missing and Exploited Children when the center was begun in 1984. This was the start of a social control policy particularly since parents of the missing children could have their child's name entered even if local law enforcement officials did not

choose to list their child's name. In the research, a policy has been suggested that missing children information be shared with all persons concerned, not just law enforcement, but with parents and all public and private agencies.

Chapter 4: Conclusion

The construction of this research assisted in adding to the construction of the social problem regarding missing children. This was most strongly evidenced during the personal interview process. When asking those persons interviewed if they thought there was a problem with missing children, they all stated that there was not (i.e., from a law enforcement point of view regarding an impact on police). However, upon further questioning what could be done to improve missing children problems, they related that there were sixteen major problems with the missing children issue and five future problems they could foresee. They recommended ten solutions in order to deal with the problem. All persons interviewed responded when asked what the major problems were, what were seen as future problems, and how those problems should be solved. Thus, it appeared as if they had reconsidered their original position. This may have occurred because of the insistence of the researcher and they merely wished to be cooperative with a fellow law enforcement officer. On the other hand, perhaps it was due to a sudden realization that such questions would not be asked if a major social problem did not indeed exist and they did not want to appear ignorant and uninformed. It is also possible that they were intimidated or felt coerced by the interview process when it did not somehow conclude when they stated that there were no problems with missing

children. These unanswered possibilities, however, remain an empirical question.

These interviews, of course, followed some discussion regarding the missing children issue and the explanation of how and why the research was being conducted. This, too, may have added some credence to the belief that there was a problem with missing children. Why else would the State of California pay for a six month research including site visits across the United States to research the missing children issue?

The research, subsequent writing, and dealing with the missing children issue was a further engagement in claims making on a larger scale than the interviews. The difference here, however, is that much of it was quite possibly a self serving and reinforcing process that occurred among people who were already convinced that missing children represent a serious social problem.

Limitations:

This thesis represents only one case study (a critique of another piece of research) and is not an analysis of a full social construction issue. It does not examine constructionism versus objectivism, nor does it support either view.

If the original study was only an engagement in claims making, then the recommendations may have been unnecessary.

On the other hand, they may have been justified. The implication is that the original study was not valid. However, the actual validity of this case remains unknown. In order to answer these questions, further research regarding the missing children issue needs to be completed.

APPENDIX

COMMAND COLLEGE PROJECT

WHAT WILL BE THE IMPACT OF MISSING CHILDREN CASES ON
LAW ENFORCEMENT BY THE YEAR 1998?

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FOR

COMMAND COLLEGE CLASS VI

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EXECUTIVE SUMMARY

Missing Children cases will have a detrimental impact in 1998 if steps are not taken to plan for the future now. There has been a large discrepancy in what statistics were actually kept and those known by experts in the field. There has been no accurate reporting data on a national level of the extent of the missing children problem. Experts think there has been no increase in missing children cases.

This research project includes visits to the National Center for Missing and Exploited Children and the "I SEARCH" Program, in Illinois. Review of legislation is included.

The Nominal Group Technique (NGT) was utilized to forecast trends and events which had the most impact on the issue of missing children. They were:

1. Children awareness programs/better education;
2. Law enforcement accountability and poor response;
3. Legislation relating to missing children;
4. Lack of communication between agencies dealing with missing children; and
5. Increase in organized crime network.

The events were:

1. Formation of a missing children task force;
2. Victims' rights group more vocal;
3. Publicity of a major event;
4. Change of law enforcement view of missing children cases; and
5. More funding for missing children cases.

The most critical events were determined by using a cross impact analysis. They were "victims' rights groups becoming more vocal", and "publicity of a major event". The most critical trend was determined to be "legislation". Based on this, there were several policies considered regarding missing children.

These futures scenarios were developed: A demonstration, a systems change and a slice of time (doomsday) scenario. The demonstration scenario was used to develop strategies, an implementation plan, and responsibilities of the critical mass.

A Mission, Analysis, and Preparing ("MAP") process was employed to achieve the desired future state. Through this process, continued involvement of the critical mass, is insured. A diagonal slice of key people, with the president of the California Chiefs' of Police as "executive director" and the director of the California Department of Justice being the transition manager, serve as the transition team. Education, information sharing, and team building will insure successful transition.

I
- INTRODUCTION

PROJECT BACKGROUND

The issue of missing children has been in the forefront of the news in recent years. This has brought about a keen public awareness of the problem. This awareness is not without complications. As one expert on missing children put it, "The public is learning more about missing children than it ever wanted to."¹ It is believed by many that this public awareness has served to overload the Criminal Justice and Social Services System rather than expedite the handling of missing children cases. There has not been an increase in resources and there have not been any changes which would help recover missing children.

The National Center for Missing and Exploited Children in Washington D.C. reports that some 1.5 million children are reported missing in the United States each year. Of those, an estimated 1 million are runaways. They also estimate that somewhere between 25,000 and 500,000 children are the victims of parental abductions. Some 2,000 to 6,000 children disappear each year and their cases go unsolved. The center further reports that over 3,000 persons are buried, unidentified in John and Jane Doe graves, and that hundreds of these are children.

The National Center was started in 1984; , ironically in 1988 they have no statistical data which would assist in the recovery of missing children. According to a spokesman at the National Center, they expect by next year (1989) to have some data available. The National Center, which was established by a Congressional Resolution, is described as a public/private agency which receives private funding. It is not a law enforcement agency but it can receive missing children information from the National Crime Information Center, a part of the United States Department of Justice.

3. Keep safety crisis and alternative information posted;
4. Distribute information on missing children; and
5. Follow-up on children with incomplete school records.³

In 1986, Assembly Bill 606, also known as the Davis-Grisham Missing Children Act of 1986, amended the California Penal Code Section 11114 to assist local law enforcement agencies and other parties involved in the identification and recovery of missing children in California.⁴ This law assigned several additional responsibilities related to missing children to the California State Department of Justice. The Department of Justice was named as being responsible for receiving and disseminating information about missing children which included providing a 24-hour-a-day, seven-day-a-week missing children hotline to receive information from the public regarding missing children and relay that information to the appropriate law enforcement agency; provide a missing children registry of juveniles under 18 years of age who are missing children; reward nomination procedures to develop a program to provide individuals with a reward of up to \$500 for information leading to the recovery of a missing child who is listed in the Department of Justice Missing Children Registry.

Monthly missing children posters: Pictures of up to six missing children per month were to be placed on posters and disseminated.

Missing children listing: the Department of Justice was to prepare and distribute a onetime listing by jurisdiction of all California Law Enforcement Agencies of all missing persons under the age of 18 who were reported and listed in the Missing Children Registry.

Authorization: to release photographs and description information to all California Law Enforcement Agencies to assist in obtaining authorization from parents and guardians of missing children and use photographs and other descriptive information in the missing children posters and bulletins.

Quarterly Missing Children Bulletins: the Department of Justice was to distribute these to local law enforcement agencies, public and private elementary and secondary schools, and other parties determined appropriate by the Department of Justice. Quarterly missing children bulletins contain circumstances, descriptions, and photographs of missing children reported to the Department of Justice.

According to that Bill, law enforcement agencies are to obtain recent photographs and forward them to the Department of Justice and provide authorization to release the photograph for posters and bulletins.

Law enforcement is also charged with the responsibility of sending dental records along with recent photographs of persons under the age of 13 who have been missing for at least 14 days. This information is to be sent within 24 hours. Law enforcement is to advise the Department of Justice when a missing child has been found. The Bill also added District Attorney Offices to the list of law enforcement authorities which may take reports on missing children. When the person reported missing is under the age of 18 years and is missing under suspicious circumstances, a dental record and recent photograph is to be sent to the Department of Justice within 24 hours. These were two major problems; funding and timelines. It was nearly impossible to obtain dental records in the time allotted. The time and costs required to obtain photos and publish material resulted in dissemination of outdated information.

Effective January 1986, law enforcement was encouraged to enter missing children information into the National Crime Information Center's, National Teletype Network, and responsible for maintaining that record, with regard to updating, validating, and cancelling.

With all these laws relating to missing children, and the State Department of Justice's responsibility to see that the laws are enforced, the Department

of Justice still remains understaffed. The Department of Justice has not been provided with resources (such as computers and staff for entry of missing children information), and has frequently not consulted with other ongoing missing children programs.

With the international, national, and state legislation, which has been enacted in the last few years, it would seem that we have an excellent handle on the scope of the problem. Many agencies are working together in the recovery and prevention of missing children. Educational programs have been developed and social service agencies involved in child and family counseling. Funds are provided through both public and private sources. With all of this, and the media's representation of the problem with the various programs presented on television and newspaper articles, public exposure through movie houses, milk cartons, and grocery bags, there continues to be no decrease in missing children cases. Many agencies exist without having knowledge of other agencies involved in similar programs. Efforts to work together on missing children cases and the sharing of information must begin today.

STATISTICS

In the 15th quarterly progress report of the National Center for Missing and Exploited Children, it was reported that assistance has been given to law enforcement agencies and parents contacting their agency by phone, letter, and teletype as follows:

<u>Missing Child Cases (by types)</u>	<u>14 Previous Quarters</u>	<u>15th Quarter</u>	<u>Totals</u>
1. Voluntary missing cases	8,279	484	8,763
2. Parental kidnaping cases	6,079	617	6,696
3. Abducted by unknown individual cases	436	9	445
4. "Other" missing cases	1,298	309	1,607
TOTAL CASES - MISSING CHILDREN	16,092	1,419	17,511

As of December 31, 1987, the National Center for Missing and Exploited Children reported that they had 8,051 current cases opened.

The center reports that they receive hotline calls which average approximately 152 per work day, Monday through Friday, with additional calls coming on weekends and holidays. They report:

<u>Calls by type</u>	<u>All previous quarters</u>	<u>15th Quarter</u>	<u>Totals</u>
1. Parental kidnapping	7,333	255	7,588
2. Voluntary missings	8,627	455	9,082
3. Abducted by unknown individual	343	10	353
4. "Other" missing	1,369	55	1,424
5. Sexual unexploitation	1,020	79	1,099
6. Citizens leads (sightings)	35,817	1,413	37,230
TOTAL HOTLINE CALLS	260,128	12,107	272,235

From October 19, 1984, when the National Center opened, to January 1, 1988, they have assisted in the recovery of 9,679 missing children of whom 117 were deceased. A breakdown shows assistance cases that are categorized as follows:

<u>Missing Child Cases by type</u>	<u>Total</u>	<u>Number Deceased</u>
1. Volunteering cases	6,592	15
2. Parental kidnapping cases	2,444	3
3. Abducted by unknown individuals	205	75
4. "Other" missing cases	438	24

NOTE: The National Center for Missing Children and Exploited Children received information from Canada and other parts of North America including nearby islands as well as the States.

According to the "I SEARCH" Program and the Illinois State Police, the majority of missing children cases in Illinois fall in the age group of 12 to 17. They have an increased clearance rate from calendar years 1986 and 1987 of a plus 1,308. Some 14,316 females were reported missing with a 95.3 recovery rate, and 10,457 males were reported missing with a 95.9 percent recovery rate. There were 15,488 cases of white children reported missing with a 95.7 percent clearance rate, and 9,162 black children reported missing with a 95.3 percent clearance rate. Other races comprised only a total of 123 cases reported with 96.7 percent recovered. "I SEARCH" reported that their active case rate was only 1,700 for calendar year 1987.

The restrictive data which was available did not serve to assist public or private agencies in addressing the missing children problem. A projection of potential futures and impact of missing children cases will assist law enforcement administrators in medium and long range planning.

FORECASTING THE FUTURE

The first objective was to study the issue through the use of futures research methodologies.

Objective I began with a literature review relevant to the issue. The expert interviews were then summarized. Trends and events which will have the most future impact on the issue were determined. A cross impact analysis was performed to determine which of the events were major actors (have the most impact on the other events and trends) and which events and trends were the major reactors (were impacted most by major events). This was necessary in order to develop policies which will bring about a desired futures state. The policy alternatives and the cross impact analysis will serve as a guide in the development of three future scenarios.

The first scenario was a "Demonstration" scenario and describes a path that leads to an end-state. It demonstrates what the future will be like in 1998 if the issue was seriously addressed.

The second scenario was a "System Change" scenario based on the impacts of the events on each other and the events impact on the trends. Addressing that impact set the course for the future and assisted the desired outcome in 1998.

The third scenario, a "Slice of Time" scenario was also a "Dooms Day Scenario" and depicted a future arrived at without planning for the impact of Missing Children cases on law enforcement in 1998. It forecasts what could occur relative to the issue if nothing were done.

LITERATURE REVIEW

Much has been written on the problem of missing children.⁷ However, it largely deals with the topic of parental kidnapping of children. Much of the

literature also deals with how to prevent becoming a victim or what parents can do once their child is a runaway or missing for some other reason. "The Missing Childrens Act-Legislation by Hysteria" written by Elliott and Pendleton in 1986 demonstrates how one can go too far in legislation. It talks about the enactment of Ohio's missing children law in 1987 establishing civil action for child interference and child enticement. However, rather than being an analysis of the problem on missing children it fosters fear in the public and the children, of stranger abduction.⁸ Yet, one missing children expert estimated that less than five percent of missing children are a result of stranger abduction, and the report by the National Center for Missing and Exploited Children lists approximately two percent of the cases they are involved in being the result of stranger abductions. The message one should receive here is to be cautious and prepared but not paranoid.

The United States Office of Juvenile Justice and Delinquency Prevention in Washington D.C. is currently funding research in the missing children area and intends to spend approximately \$1,000,000 to develop reliable research regarding the numbers of missing children across the nation. They are researching four categories: 1) Those abducted by parents or other relatives, 2) children abducted by persons other than family members, 3) runaways, and 4) "throw aways", children who have been turned out of their homes by their families.⁹

EXPERT INTERVIEWS

All interviews were conducted during on-site visits and included knowledgeable experts from the federal, state, local and private areas. They included: a state police bureau chief assigned to coordinate a missing children unit; a state missing children investigator; a technical advisor, a

state clearing house program specialist, a communications manager, and a deputy director for a national missing children center; a detective and an administrator from a local law enforcement agency; an executive director for a private missing children agency; two criminal identification specialists and a supervisor from a state department of justice; and a university sociology professor. (See Appendix H, Page 77 for complete list of experts).

Questions were developed prior to expert interviews to ensure that the same questions were asked of all persons and in the same manner (see Appendix A, Page 66). The questions were asked of 13 experts. No one thought that there had been an increase in missing children cases, rather it was believed that better reporting and reporting procedures had shown increases. One person thought that there could be a slight increase; however, he believed it was due to exposure currently given to missing children.⁹ It was believed that there was some slight increase, and the increase has now leveled after peaking some three to four years ago.

MAJOR PROBLEMS

Some of the major problems cited by the experts are as follows:

1. Lack of uniformity in reporting missing children cases;
2. Runaways are not reported as missing children;
3. There is no clarification of the FBI involvement;
4. Not enough legislation for parental kidnapping;
5. Vital statistics requests such as birth records are not reported to law enforcement;
6. There are no uniform custodial laws to apply in all states;
7. There is no uniform child custody jurisdiction act;
8. Police are not trained in legal court order enforcement;
9. There are not enough runaway shelters;
10. There are no laws for asset seizure in child exploitation cases;

11. There are not enough liaisons with Departments of Motor Vehicles and Intelligence Agencies, credit bureaus, etc., for exchange of information;
12. Too much focus on stranger abduction cases;
13. Police are not taught better investigative methods such as checking with Narcotics and Prostitution investigators in searching for missing children;
14. There has been a lack of attention to missing children cases to the extent that no one looks for the missing child with the exception of parents and a local agency;
15. Not enough help for the missing children; and
16. Missing children cases are not reported with sexual and child abuse cases. Basically the experts believe that not enough is being done and more could be done.

FUTURE PROBLEMS

The experts forecast problems as follows:

1. A national clearing house will be needed;
2. Continued commitment;
3. Lobbying of special interest groups may cause a decrease of funds;
4. Lack of coordination of effort; and
5. Continued apathy by those who could be very influential in assisting with this problem.

RECOMMENDED SOLUTIONS

The group of experts interviewed believed that solutions lie in:

1. The keeping of good statistics on the problem;
2. The sharing of information, such as in the National Crime Information Center;
3. Establish a national clearing house for missing children;
4. Use future high technology, such as age progression sketches to update appearance of missing children;

5. More training, such as through regional investigators or the Federal Bureau of Investigation;
6. Cooperation rather than disjointed efforts;
7. More computers utilized in searching for missing children;
8. Continued commitment from involved stakeholders;
9. Status given to private missing children agencies; and
10. Look beyond law enforcement to all resources.

RESPONSIBILITIES

All of the experts believe that the states have the initial responsibility to make improvements in the missing children cases, and their responsibility level would be to "make change happen." The federal government and Congress were listed as "helping change happen."

TRENDS

On January 14, 1988, a group of diverse and knowledgeable experts in the field of missing children met at the San Bernardino Police Department and developed a list of trends which would impact the major issue, "What Will Be The Impact of Missing Children Cases On Law Enforcement by the Year 1998?" A complete list can be found in Appendix B, Page 70.

A discussion then followed, and a consensus was arrived at which selected the top five trends and also combined some of the trends as one. The trends are listed below in descending order of importance:

1. Children awareness programs/better education;
2. Law enforcement accountability and poor response;
3. Legislation relating to missing children;
4. Lack of communication between agencies dealing with missing children, and;
5. Increase in organized crime network.

TREND EXPLANATION

The five most important trends are listed below with further explanation of their meaning:

1. Children awareness programs/better education

More communities are becoming aware of the need to advise their children through various educational programs in the school and in conjunction with law enforcement and social agencies to prevent their victimization.

2. Law enforcement accountability and poor response

While enforcement responds poorly to missing children cases and have a lackadaisical attitude regarding missing children cases, they are not held accountable for not producing results in missing children cases.

3. Legislation relating to missing children

This trend relates to legislation which is favorable in assisting the victims and parents in missing children cases.

4. Lack of communication between agencies dealing with missing children

There is little and frequently no communications between the various law enforcement agencies in the same general locale and no communication between law enforcement and private agencies, even though they share the common goals of locating missing children.

5. Increase in organized crime network

Organized crime is generally believed to be on the increase, and is reputed to be heavily involved in child pornography. It is involved in procuring children for pornography and other crime roles.

A trend evaluation form was completed by the group (see Chart 1, Page 15). They were then asked to rate the trends relative to what "will be" and "should be" by 1998 (see Charts 2 through 6, Pages 15 through 20).

CHART 1

TREND EVALUATION FORM

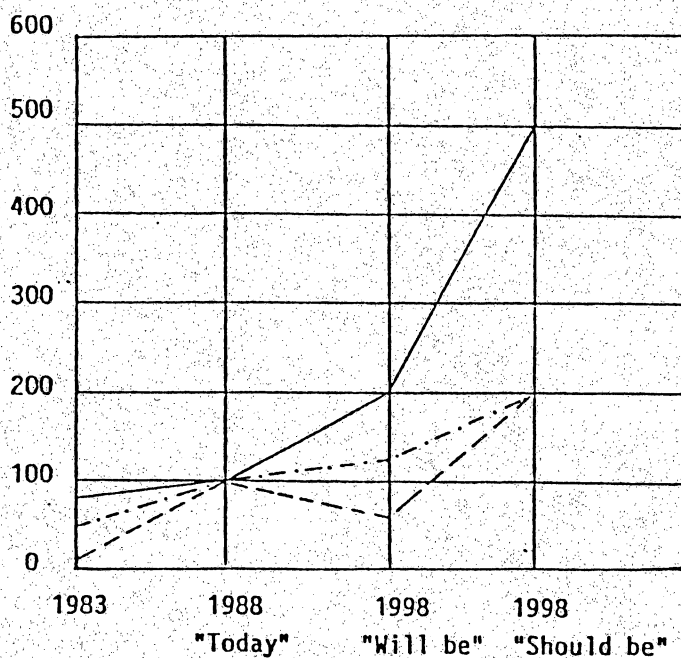
TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		5 Years Ago	Today	"Will be" in 10 Years	"Should be" in 10 Years
CHILDREN AWARENESS PROGRAM/BETTER EDUCATION		50	100	120	200
POOR RESPONSE		50	100	50	25
LEGISLATION		50	100	100	200
LACK OF COMMUNICATION BETWEEN AGENCIES		50	100	100	100
INCREASE IN ORGANIZED CRIME NETWORK		75	100	120	50

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CHART 2

The trend toward Children Awareness Programs and better education of children to prevent them from becoming victims.



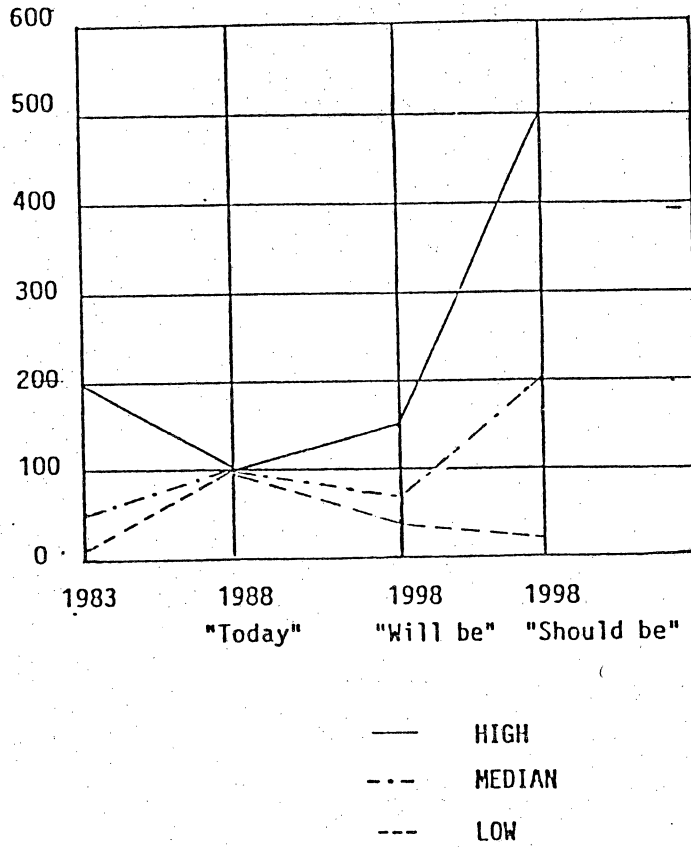
— HIGH
 - - - MEDIAN
 - . - . - LOW

"Will Be" = The level if current processes & decision making continue.

"Should Be" = The level if policies were implemented to improve the current situation.

CHART 3

The trend of poor response to missing children cases.

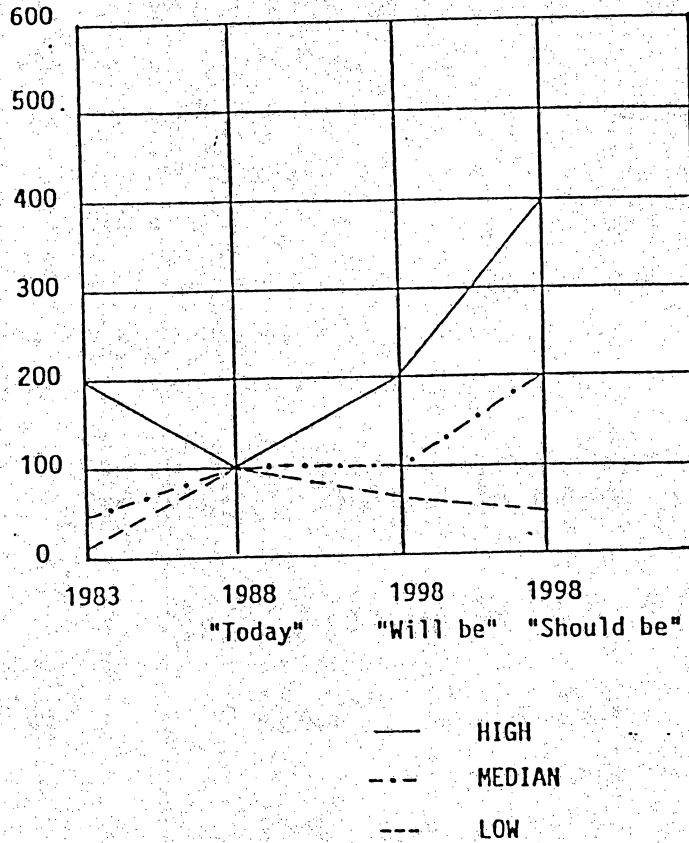


"Will Be" = The level if current processes & decision making continue.

"Should Be" = The level if policies were implemented to improve the current situation.

CHART 4

The trend of missing children legislation.

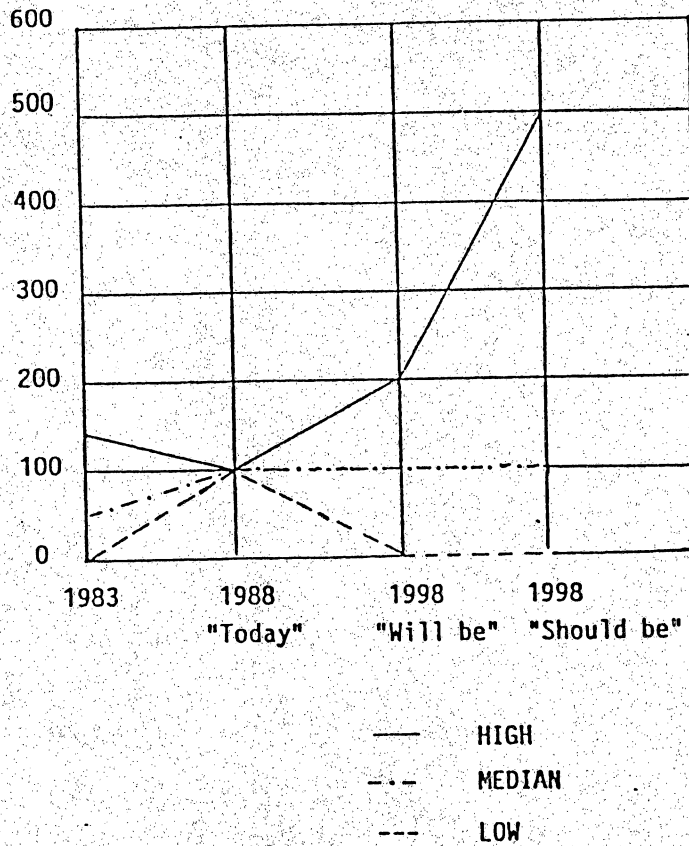


"Will Be" = The level if current processes & decision making continue.

"Should Be" = The level if policies were implemented to improve the current situation.

CHART 5

The trend of lack of communications between agencies.

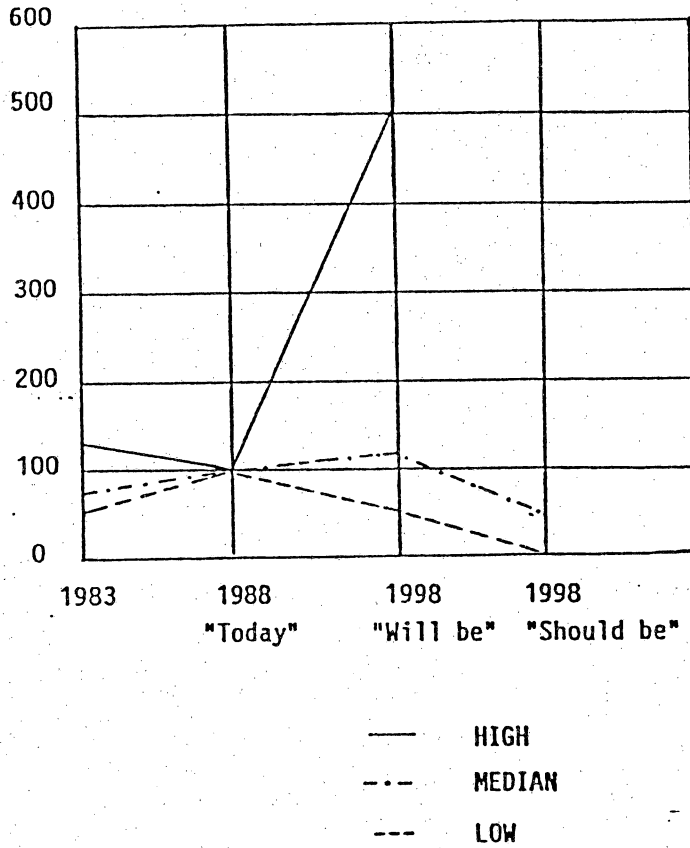


"Will Be" = The level if current processes & decision making continue.

"Should Be" = The level if policies were implemented to improve the Current situation.

CHART 6

The trend of increase in organized crime network.



"Will Be" = The level if current processes & decision making continue.

"Should Be" = The level if policies were implemented to improve the current situation.

EVENTS

The group was then asked to develop a list of events which impact the major issue. A complete list of the events can be found in the appendix. (See Appendix C, Page 72).

A group discussion which followed focused on the five top events listed here.

1. Formation of a missing children task force
2. Victims' rights groups more vocal
3. Publicity of a major event
4. Change in law enforcement view of missing children cases
5. More funding for missing children cases

The list of critical events with an explanation is as follows:

1. Formation of a missing children task force
A group to address common problems of both public and private agencies and to address legislative needs.
2. Victims' rights groups more vocal
Several groups would demand that more attention and resources be given to missing children cases.
3. Publicity of a major event
Either a celebrated case, a hideous crime, or something having a great impact on missing children cases.
4. Change in law enforcement view of missing children cases
Law enforcement would put more emphasis on the solving of missing children cases and realize the importance and magnitude of the missing children problem.
5. More funding for missing children cases
Grants would be available from public and private sources to both public and private agencies.

An event evaluation form was completed by the NGT group in which members were asked to forecast the probability and net impact on law enforcement as well as the events net impact on the issue. The year that the

probability of the event occurrence was listed and the probability of occurrence in the next five years and ten years was listed using a scale of 0-100%. The net impact on the issue and net impact on law enforcement of the event were listed with a scale ranging from a -10 to a +10.

All events are forecasted to occur within the next three years and the probability of all events occurring within ten years is 100 percent. It was therefore necessary to review the event probability in five years. It was noted that Event 3, Publicity of a Major Event, had a 100 percent probability of occurrence in five years. This was followed by Event 2 Victims Rights groups becoming more vocal and Event 5, More Funding. Each of these has an 80% probability in five years. Event 1, Formation of a Task Force has a 60% probability in five years. It was noted that the other 36 events listed had less of a probability of occurrence. All of the events have a positive impact on the issue as well as on law enforcement (see Chart 7, Event Evaluation Form on Page 23).

CROSS IMPACT ANALYSIS

A cross impact analysis was performed which forecast the impact of one event on another. It also shows the impact of the act or events on trends (see Chart 8, Cross Impact Evaluation Form on Page 26). Below is a list of the events and their impacts on other events and trends:

Event 1 Formation of a task force

Victims' rights group	no impact
Publicity of major event	no impact
Change in law enforcement view of missing children cases	increases to 200%
More funding for missing children cases	increases to 200%

CHART 7
EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA (-10 to +10)	NET IMPACT ON LAW ENFORCE- MENT (-10 to +10)
	Year that Probability First Exceeds Zero	By 1993 (0-100)	By 1998 (0-100)		
FORMATION OF A TASK FORCE	1990	60	100	+9	+10
VICTIMS RIGHTS GROUPS MORE VOCAL	1988	80	100	+8	+5
PUBLICITY OF MAJOR EVENT	1988	100	100	+5	+5
CHANGE IN LAW ENFORCEMENT VIEW OF MISSING CHILDREN CASES	1991	70	100	+10	+10
MORE FUNDING FOR MISSING CHILDREN CASES	1989	80	100	+10	+10

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Event 2 Victims' rights groups more vocal

Formation of task force of missing children	increases to 150%
Publicity of major event	increases to 150%
Change in law enforcement view of missing children cases	increases to 150%
More funding for missing children cases	increases to 150%

Event 3 Publicity of major event

Formation of a task force on missing children	increases to 150%
Victims' rights groups more vocal	increases to 150%
Change of law enforcement view of missing children	no impact
More funding for missing children cases	increases to 150%

Event 4 Change in law enforcement view of missing children cases

Formation of a task force on missing children	increases to 150%
Victims' rights groups more vocal	no impact
Publicity of major event	no impact
More funding for missing children cases	increases to 110%

Event 5 More funding for missing children cases

Formation of a task force on missing children	increases to 200%
Victims' rights groups more vocal	no impact
Publicity of major event	increases to 125%
Change in law enforcement view of missing children cases	increases to 160%

IMPACT OF EVENTS ON TRENDS

1. If a missing children task force is formed, the probability of:	
Children awareness programs/better education	increases by 20%
Poor response	no impact
Legislation	increases by 50%
Lack of communication between agencies	no impact
Increase in organized network	increases by 50%

2. If a victim's rights group is formed, the probability of:
- | | |
|--|------------------|
| Childrens' awareness programs/better education | increases by 10% |
| Poor response | no impact |
| Legislation | increases by 20% |
| Lack of communication between agencies | no impact |
| Increase in organized crime | decreases 5% |
3. Publicity of a major event
- | | |
|--|------------------|
| Children awareness programs/better education | increases by 30% |
| Poor response | decreases 5% |
| Legislation | increases by 25% |
| Lack of communication between agencies | increases by 10% |
| Increase in organized crime network | no impact |
4. A change in law enforcement view
- | | |
|--|------------------|
| Children/awareness/programs/better education | no impact |
| Poor response | no impact |
| Legislation | increases by 10% |
| Lack of communication between agencies | no impact |
| Increase in organized crime network | increases by 10% |
5. More funding for missing children cases
- | | |
|--|------------------|
| Children awareness programs/better education | increases by 10% |
| Poor response | no impact |
| Legislation | increases by 25% |
| Lack of communication between agencies | decreases 5% |
| Increase in organized crime network | no impact |

CHART 8

CROSS-IMPACT EVALUATION FORM

TRENDS

Suppose that this event actually occurred with this probability How would the probability of the events shown below be affected?

EVENT		24	17	2	6	23	34 Children Awareness Program	13 Poor response	1 Legislation	57 Lack of Communication	37 Increase in organized crime
Formation of a task force	100	X	100	100	200	200	120	100	150	100	150
Victims' rights groups more vocal	100	150	X	150	150	150	110	100	120	100	95
Publicity of a major event	100	150	150	X	100	150	130	95	125	110	100
Change in law enforcement view	100	130	100	100	X	110	100	100	110	100	110
More funding	100	200	100	125	160	X	110	100	125	95	100

100 = No Impact
 Less than 100 = Negative Impact
 More than 100 = Positive Impact

ACTOR AND REACTOR EVENTS AND TRENDS

An analysis of the Cross Impact Evaluation Form was completed by analyzing which events and trends impacted the most other events and trends and which events and trends were impacted most by the actor events.

It was determined that the most critical actor events were event 2, victims' rights groups becoming more vocal, which had an impact on all four other events and three of the trends. Event 3, publicity of a major event, also is a critical actor event and it had an impact on three of the other events and four of the trends.

The most critical reactor events were determined to be event 1, formation of a task force. This was impacted by every other event. Event 5, more funding for missing children cases was also impacted by every other event.

The most critical reactor trend was determined to be legislation. Legislation was impacted by every event.

SCENARIO #1 - A DEMONSTRATION SCENARIO

The issue of missing children cases has come a long way since 1988. It is 1998, and we are looking forward to the turn of the century. Great impact on this issue was the formation of the California Task Force on Missing Children. A quick study was done to find what was going on throughout the nation and even internationally. Missing children cases decreased significantly.

The issue was seriously addressed by the task force aided by lobbying from numerous victim's rights groups. When victims became more vocal and went public in 1988 with a national march and rally, the publicity which followed really hit home. Everyone was willing to help. Support was gained from the United States Congress right down to the felons housed in our various institutions throughout the country. A cry of "Save the Children" rose up and was carried across the land. Donations came in from all sources backed by federal and state grants in eradicating the missing children problem.

This greatly changed the view of law enforcement from one of not caring to elevating missing children cases to a top priority position. The various other task forces which were formed on regional, county, and local levels were of great assistance in getting to the grass roots of the missing children issue. The legislature enacted many statutes and ordinances to assist in locating and returning missing children.

National and international computerization of missing children was also a key factor. The computers were made available through both public and private agencies and all information was shared. Any citizen is given information on request of missing children cases and data from all citizens is entered into the computer for analysis.

On a similar scale the automation capabilities of law enforcement have been upgraded to track pedophiles, pornographers, and other categories of persons likely to be suspects in missing children cases. While this last step has answered the public outcry for action and the timely apprehension of offenders the end result has been statistically insignificant. There are far fewer strangers involved in missing children cases than a survey of the populace would indicate. The most significant factor in the reduction of missing children cases has come from the sharing of information between law enforcement agencies as has allowed them to identify and resolve issues involving custody, visitation, and parental abduction.

SCENARIO #2 - A SYSTEM CHANGE SCENARIO

The year is 1998. The forecasted events compiled by the Nominal Group on missing children in 1988 have all come to pass. The group predicted that there would be a 100 percent probability of all these events occurring. The change began when there was publicity of a major missing child event which caused various victims' rights groups to become more vocal about the poor response by law enforcement, ineffective laws drafted by the legislature, and the empty rhetoric of public officials. Therefore, more funding was granted for missing children cases and a task force was formed comprised of key law enforcement personnel throughout the state, experts from the private sector and elected officials.

The legislation which arose through the efforts of many laborious hours of research impacted every trend which was forecasted by the 1988 Nominal Group. Legislation as was predicted became the key issue and therefore several laws were passed protecting childrens' rights. First, there was the increase in the penalty for parental child stealing. A mandatory death sentence was imposed for kidnappers of children under the age of 18 years.

These laws were followed by a stiff fine or imprisonment for persons harboring runaways or aiding and abetting runaways as well as for persons who were accessories to parental kidnapping. The legislative measure was the set up of state regional shelter facilities for runaways. It was believed that children ran away from undesirable home life and had no place to go. These regional facilities gave them a place to stay where they could continue to attend school or be taught a trade and therefore become productive members of society and not add to the growing homeless problem which was seen in 1988.

California and the nation owe a great deal of thanks to that 1988 Nominal Group for its farsightedness in addressing the "now issue" of missing children. The forecasting and assumptions made by the group were invaluable in setting the direction for future change. If not for this, a great deal of time would have been lost in starting from scratch and setting up a Nominal Group to forecast the trends and events which were completed by the 1988 group. The initial direction established by the 1988 Nominal Group was taken up by subsequent sessions of the Command College. This led to a continuity in thought and action at the highest levels of law enforcement. This continuum served to counteract the atmosphere of hysteria that had evolved in the period prior to the professional analysis of the problem. Through calculated programs directed at education and information sharing law enforcement was made equal to the problem of missing children.

SCENARIO #3 - A SLICE OF TIME SCENARIO

Jack Griggs has been retired from the San Bernardino Police Department since 1996--two years ago. He looks back on what was and what might have been regarding missing children cases. Jack had written a paper for the California Law Enforcement Command College in 1988. The worse possible chain of events

began to occur. The forces in motion in 1988, through well meaning, began to have a disastrous effect on missing children cases. Victims rights groups gained the support of the majority of voters. They were successful in passing an initiative which required all missing children cases to be screened through a state clearing house. This caused a major bottleneck and backlog of cases. It was therefore near impossible to have any action taken on a case at any level. Communications between missing children agencies worsened. No agency was willing to be on the cutting edge of forming a missing children task force. They became interested in only complying with the letter of the law. Funding, although available, was not sought due to the legislative constraints. The law enforcement view of missing children cases became one of surrender rather than action.

Organized crime was able to flourish in the area of child pornography due to the inactivity on the part of law enforcement. The poor response by law enforcement on missing children cases that had been talked about in Jack's 1988 Nominal Group became an understatement.

This brought on a backlash which started with children awareness programs and better education. Instead of children being cautioned not to become victims and taught methods to avoid their victimization, they were taught hysteria and paranoia by an overreactive and fearful society.

The problem of best intentions versus the worst possible series of events comes to mind. The whole problem underlying the missing children issue was a lack of quantifiable data, emotions ruled in place of reason and headway in addressing the problem was measured in terms of hysteria. The problem still exists, both in actuality and in the popular imagination. Stakeholders and decision makers had not been motivated to address the missing children problem.

The solution had gone wanting. Jack, always the planner, makes mental notes of a strategy. Contact a few of the fellow alumni from the Command College...with a little coordination and the right political support the issue of missing children can yet be resolved. Nominal group techniques, future oriented thinking, hard data and quantifiable methods; the chances for success in this undertaking will definitely surpass the luck of the draw.

III

STRATEGIC PLANNING

The second objective in the project was to develop and implement a strategic management process which included strategic decision making, strategic planning and policy consideration. A strategic plan was then developed for the transition management from the present to the future. The demonstration scenario is used for developing a strategic plan.

The stakeholders which will be most affected by this issue in 1998 are named in this section. These stakeholders will also have the greatest impact on the issue. Snaildarters were identified here along with a discussion of their possible involvement.

The Situation, Mission, Executive, Administrative Control (SMEAC) format is outlined here to ensure a course can be set from the present to the desired future state. The situation, Mission and Execution are discussed here and the Administration and Control are discussed in Objective III.

The Strategic Assumption Surfacing Technique (SAST) is utilized here to identify those actions which each of the major stakeholders are expected to employ.

Negotiation strategies are set forth as part of this objective to ensure the setting up of a futures plan to decrease the impact of Missing Children cases on law enforcement by the year 1998.

STAKEHOLDERS

A group of law enforcement professionals were brought together to identify stakeholders and snaildarters. (See Appendix G, Page 76 for complete list of participants). The brainstorming method was used during this process as well as for policy development and strategic assumption surfacing technique. The following definitions were used to ensure that in this brainstorming session everyone understood the terms.

- Stakeholder - any person or persons who may be affected by or attempt to influence the issue.
- Snaildarter - a person or person may have a serious impact on the issue but does not appear to be a major stakeholder at first evaluation.
- Issue - What will be the impact of missing children cases on law enforcement by 1998?

The group was then asked who they thought the stakeholders were. They identified 37 stakeholders, a complete list of all stakeholders can be seen in the Appendix D, Page 73.

Within the group of stakeholders, two snaildarters were identified:

1. Private investigators
2. Private sector funding groups

It was believed that private investigators may lobby over legislation that would limit their access to investigate missing children cases and thereby reduce their income level. The private sector funding agencies were forecast to want control over various public and private missing children agencies since they supplied a sizable portion of funding for grants and loans to various missing children agencies. Those stakeholders which would have the greatest impact on the issue were identified by the group and listed below.

1. Law enforcement administrators.
2. Private sector missing children agencies.
3. Police Officer Standards and Training.
4. Legislature.
5. Probation/Juvenile Hall Departments.
6. Federal Department of Justice.
7. State Department of Justice.
8. Family/parent groups.
9. National Center for Missing and Exploited Children.
10. Federal Bureau of Investigation.

SITUATION, MISSION, EXECUTION, ADMINISTRATIVE: CONTROL (SMEAC)

This strategic plan outlines a course to deal with missing children cases. The plan consists of an analysis of the Situation, a statement of the Mission, and a plan for Execution. It also discusses Administration and Logistics and Planning and Control in the implementation segment.

SITUATION

There are groups and organizations at all levels; federal, interstate, state, and local as well as public and private interest who work on missing children cases. Some missing children are listed in the NCIC computerized network. Although there are many agencies involved with missing children, there is infrequent communication between the agencies and no network has been up as a "clearing house" to gather and disseminate missing children information. Many resources are available to both public and private sectors and that information is not known to all agencies.

Local law enforcement investigates cases and reports to the State Department of Justice. Contact is made with other law enforcement agencies only when leads are developed regarding other jurisdictions. The FBI rarely becomes involved. There is some networking between states located in close geographical areas. There is minimal interaction between law enforcement agencies and private missing children agencies.

There is much support, however, at the federal and state legislature. Several legislators have been involved in writing laws to assist the various agencies in their investigation of missing children cases. The potential, therefore, exists to strategically place computers throughout California and other states to access missing children information.

Training on how to handle missing children cases needs to be initiated and made available not only to law enforcement but to members of bona fide agencies.

A major problem that is foreseen is the volume of cases requiring immediate action for determination of the status of each missing child.

MISSION STATEMENT

The mission statement of the San Bernardino Police Department was used as a model.

The mission of this project, is to ensure quality, professional investigation of missing children cases and reduce the number of missing children cases through positive law enforcement interaction, teamwork and information sharing.

EXECUTION

A course of action was outlined after taking into consideration the assumptions developed by the group. The policy alternatives which were condensed from a larger group of policies were considered along with the feasibility and desirability of each of the selected alternatives. This put us on the right path in achieving our desired future state.

ASSUMPTIONS

The group was used to facilitate the Strategic Assumption Surfacing Technique. Assumptions were made on the major stakeholders in order to anticipate what each of the stakeholders might do.

1. LAW ENFORCEMENT ADMINISTRATORS

A. Will support efforts to improve service delivery in:

1. Legislative;
2. Public information officer;
3. School programs; and
4. Public education programs.

- B. Will take a "hard line" stand against child pornography through,
 - 1. Vice Units.
 - C. Will be receptive to the missing children unit concept.
 - D. Will seek funding for additional programs.
- II. PRIVATE SECTOR MISSING CHILDREN AGENCIES
- A. Will seek to influence regulation of missing children agencies.
 - B. Will compete for funding.
 - C. Will want equal status and sharing of missing children information with law enforcement (CLETS and NCIC).
- III. POLICE OFFICER STANDARDS AND TRAINING
- A. Will want to coordinate all training on missing children.
 - B. Will want training for law enforcement officers only.
- IV. THE LEGISLATURE
- A. Will want to set up review committees to monitor missing children agencies.
 - B. Will want to establish commission on missing children.
 - C. Will want to establish a missing children advisory board.
- V. PROBATION/JUVENILE HALL DEPARTMENTS
- A. Will seek and compete for funding.
 - B. Will seek to influence legislation which mandates their involvement.
 - C. Will want to establish missing children units within their departments.
 - D. Will want access to NCIC and CLETS information on missing children.
- VI. FEDERAL DEPARTMENT OF JUSTICE
- A. Will want to be the national clearing house for missing children.
 - B. Will seek federal guidelines for handling of missing children cases.
 - C. Will seek jurisdiction of interstate missing children cases.

- D. Will seek to exclude private missing children agencies from access to NCIC.

VII. THE STATE DEPARTMENT OF JUSTICE

- A. Will want to be the state clearing house for missing children.
- B. Will want consideration in legislation.
- C. Will want to be consulted regarding legislation.
- D. Will compete for funding.
- E. Will want to be involved in training on missing children.

VIII. FAMILY/PARENT GROUPS

- A. Will want to have input into legislation.
- B. Will want to be involved in community educational programs on missing children.
- C. Will support a "hard line" against child pornography.
- D. Will support a policy for all agencies access for missing children information.

IX. THE NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN

- A. Will support licensing for missing children agencies.
- B. Will support all agencies access to missing children information.
- C. Will support establishment of missing children units and law enforcement.
- D. Will support "hard line" stand against child pornography.

X. THE FEDERAL BUREAU OF INVESTIGATION

- A. Will want all missing children information relayed to them.
- B. Will contribute to missing children education programs particularly for law enforcement training.
- C. Will want to be involved in training of law enforcement missing children units.
- D. Will oppose sharing of NCIC information with private missing children agencies.
- E. Will support "hard line" stand by law enforcement against child pornography.

SUMMARY OF STAKEHOLDER ASSUMPTIONS

Most of the stakeholders supported legislation related to missing children and state licensing of missing children agencies. Half of the stakeholders wanted law enforcement to establish missing children units. A key factor was the sharing of information on missing children. There was some controversy about who was to receive missing children information even though access to the National Crime and Information Center Missing Children files could be granted while restricting other information.

Input from all stakeholders was solicited before establishment of a major program. The stakeholders supported a program which they helped establish. Existing funds were adequate with the sharing of information between agencies.

AVERAGE RATINGS FOR POLICY DELPHI

Evaluation scores were received by the group members on the feasibility and desirability of each of the policy alternatives using the criteria listed below. (See Appendix E, Page 74).

FEASIBILITY

Definitely feasible = 3 points
Probably feasible = 2 points
Probably infeasible = 1 point
Definitely infeasible = 0 point

DESIRABILITY

Very desirable = 3 points
Desirable = 2 points
Undesirable = 1 point
Very undesirable = 0 point

There was a possibility of a total of 24 points in each category and a possibility of 48 total points for each policy alternative. Listed below are the average scores for each category with the alternatives.

1. LEGISLATURE TO ESTABLISH LICENSING FOR MISSING CHILDREN AGENCIES

Feasibility total points	24	Average rating	3.00
Desirability total points	22	Average rating	2.75
Combined scores total points	44	Total average rating	2.75

2. LAW ENFORCEMENT DEVELOPMENT OF AN EDUCATION PROGRAM ON MISSING CHILDREN FOR THE COMMUNITY

Feasibility total points	22	Average rating	2.75
Desirability total points	20	Average rating	2.50
Combined scores total points	42	Total average rating	2.63

3. LAW ENFORCEMENT ESTABLISH UNITS EXCLUSIVELY TO HANDLE MISSING CHILDREN CASES

Feasibility total points	18	Average rating	2.25
Desirability total points	20	Average rating	2.50
Combined scores total points	38	Average total rating	2.38

4. LAW ENFORCEMENT TO TAKE A "HARD LINE" STAND AGAINST CHILD PORNOGRAPHY

Feasibility total points	22	Average rating	2.75
Desirability total points	24	Average rating	3.00
Combined scores total points	46	Average total rating	2.88

5. SHARING OF MISSING CHILDREN INFORMATION WITH ALL AGENCIES

Feasibility Total points	24	Average rating	3.00
Desirability total points	24	Average rating	3.00
Combined scores total points	48	Average total rating	3.00

COURSE OF ACTION

In order to determine in which order courses of action to take, the selected alternatives were plotted as to their certainty or uncertainty and their importance (see Charts 9 through 13, on Pages 42 through 46).

It is recommended that the course of action be implemented in the following order:

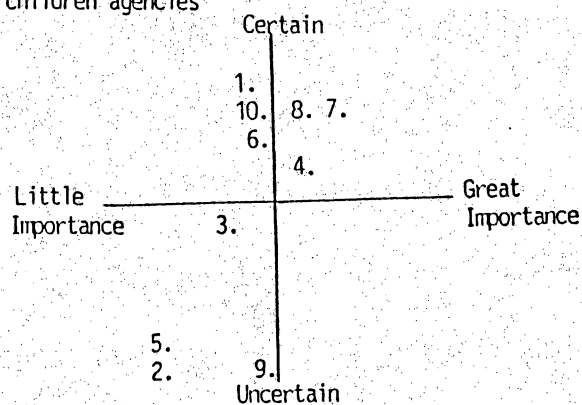
1. Law enforcement take a "hard line" stand against child pornography;
2. Law enforcement development of an educational program on missing children for the community;
3. Law enforcement establish units to exclusively handle missing children cases;
4. Sharing of missing children information with all agencies; and
5. Legislation to establish licensing for missing children agencies.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

Chart 9

ALTERNATIVE #1

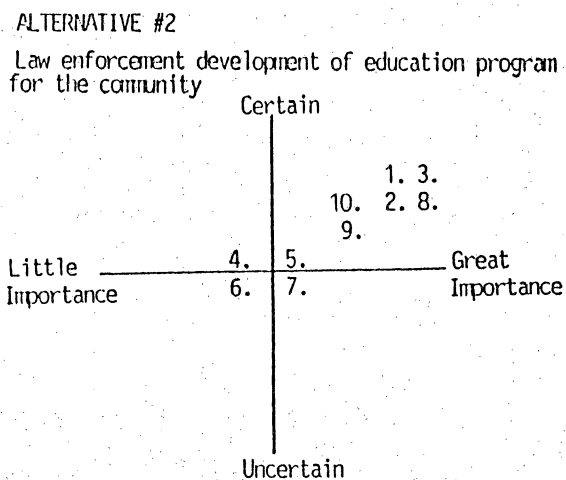
Legislation to establish licensing for missing children agencies



- | | |
|---|---|
| 1. Law enforcement administrators | 6. United States Department of Justice |
| 2. Private sector missing children agencies | 7. State Department of Justice |
| 3. Police Officer Standards and Training | 8. Family/parent groups |
| 4. Legislature | 9. National Center for Missing and Exploited Children |
| 5. Probation/Juvenile Hall Departments | 10. Federal Bureau of Investigation |

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

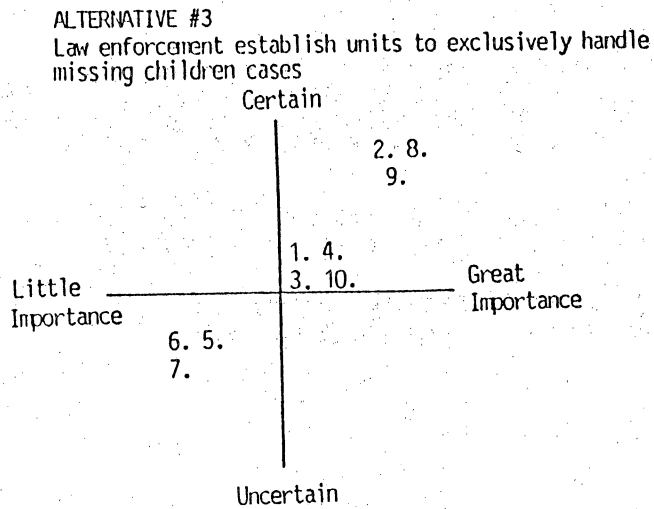
Chart 10



- | | |
|---|---|
| 1. Law enforcement administrators | 6. United States Department of Justice |
| 2. Private sector missing children agencies | 7. State Department of Justice |
| 3. Police Officer Standards and Training | 8. Family/parent groups |
| 4. Legislature | 9. National Center for Missing and Exploited Children |
| 5. Probation/Juvenile Hall Departments | 10. Federal Bureau of Investigation |

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

Chart 11



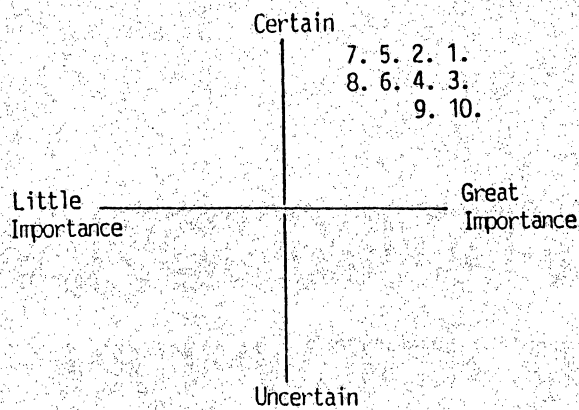
- | | |
|---|---|
| 1. Law enforcement administrators | 6. United States Department of Justice |
| 2. Private sector missing children agencies | 7. State Department of Justice |
| 3. Police Officer Standards and Training | 8. Family/parent groups |
| 4. Legislature | 9. National Center for Missing and Exploited Children |
| 5. Probation/Juvenile Hall Departments | 10. Federal Bureau of Investigation |

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

Chart 12

ALTERNATIVE #4

Law enforcement take a "hard line" stand against child pornography

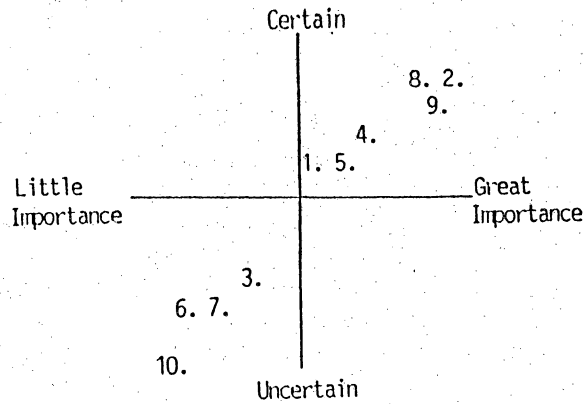


- | | |
|---|---|
| 1. Law enforcement administrators | 6. United States Department of Justice |
| 2. Private sector missing children agencies | 7. State Department of Justice |
| 3. Police Officer Standards and Training | 8. Family/parent groups |
| 4. Legislature | 9. National Center for Missing and Exploited Children |
| 5. Probation/Juvenile Hall Departments | 10. Federal Bureau of Investigation |

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

Chart 13

ALTERNATIVE #5
Sharing of missing children
information with all agencies



- | | |
|---|---|
| 1. Law enforcement administrators | 6. United States Department of Justice |
| 2. Private sector missing children agencies | 7. State Department of Justice |
| 3. Police Officer Standards and Training | 8. Family/parent groups |
| 4. Legislature | 9. National Center for Missing and Exploited Children |
| 5. Probation/Juvenile Hall Departments | 10. Federal Bureau of Investigation |

The first alternative, policy 4, should be implemented immediately since it only requires a decision on the part of law enforcement. The second alternative should be implemented relatively soon since all that is necessary is some research and the development of a lesson plan. Most departments have officers who are assigned to make public presentations and this program can be available within a short time. The third alternative policy can be implemented immediately in larger law enforcement agencies and require a one-year period for smaller departments to budget necessary personnel and funds to carry out this program. The fourth alternative policy will take approximately two years to implement depending on funding for computer terminals or other information dissemination processes. The fifth alternative policy, to establish licensing for missing children agencies, will take one to two years to implement.

POLICY DEVELOPMENT

Considering the results of the cross impact analysis, the critical actors and reactors became the target for policy consideration which could affect them. It was determined that no policy could be formulated which would bring about victims' rights groups becoming more vocal or publicity of a major event. It was necessary therefore to also consider the five events and five trends which had been identified by the Nominal Group. Policies which would impact the issue were developed. They were:

1. Initiate legislation for state licensing of public missing children agencies;
2. Development of an educational program by law enforcement which would be available to the entire community including victims' rights groups, the media, and school related groups;
3. Establishment of law enforcement units designed exclusively for missing children to include mandated enhanced training for missing children unit officers;
4. Law enforcement take a "hard line" stand against child pornography;
and

5. Revise National Crime Information Center (NCIC) and California Law Enforcement Teletype System (CLETS), setting standards for national inquiry into missing children cases and statistics.

These five policy alternatives are forecasted to have a positive impact on the major events and trends.

NEGOTIATION STRATEGIES

This program is looked on as a cooperative effort involving all the stakeholders. There exists a level of commitment from each of the groups due to their concern for missing children and their desire to reduce the number of future missing children and the missing children to their parents or guardians. Because of that, there were no expected nonnegotiable items.

Law enforcement administrators consists primarily of Chiefs of Police and Sheriffs and sometimes includes Detective Bureau commanders with those having responsibility of investigation of missing children. Those individuals will be reluctant to commit resources to missing children because it meant taking resources from other areas.

The legislature consists of assembly members and senators in the California State Legislature.

Peace Officer Standards and Training consists of the director and training staff employed by the California agency.

The State Department of Justice includes the director, the supervisor, and staff which handle missing persons for the State of California.

All of the stakeholders as well as those in the Critical Mass will be in a "win-win" situation regarding missing children since everyone including citizens, the community, and the missing children themselves benefitted by this program change. There are some expected changes for some stakeholders regarding the sharing of missing children information. However, all stakeholders are expected to support the program.

GENERAL STRATEGIES

The general strategy is to adopt the five stated policy alternatives beginning with law enforcement taking a "hard line" stand against child pornography. Law enforcement agencies will develop educational programs regarding missing children and present them to the members of the community. Law enforcement agencies will establish units to exclusively handle missing children cases. Missing children information will be shared with all agencies and the public, and lastly the legislature established Licensing for missing children agencies.

It is estimated that an approximately two-year time span will be necessary for implementation of the entire program.

IV

TRANSITION MANAGEMENT

The third objective was to develop the transition process.

Objective three begins the transition process. The implementation plan will begin with administration and logistics. The "Critical Mass" was identified from the named stakeholders. Members of the "Critical Mass" comprise the team responsible for carrying out the transition management plan.

A responsibility chart was completed to identify which stakeholders had the duty to carry out each selected policy alternative. An action strategy plan aimed at retaining the involvement of the "Critical Mass" is included.

The management structure is described and a "Diagonal Slice" approach is recommended for the transition management from the present to the future. The "Diagonal Slice", a participative management approach is also suggested along with several technologies such as the nominal group technique and responsibility charting.

Finally the "Mission, Analyzing and Preparing (MAP)" process is offered to involve the "Critical Mass" throughout the transition period and well beyond 1998. Policy alternatives were prioritized and a plan of action set forth as outlined in, this paper. The future depends heavily on this last objective. It is essential that all the methods be implemented. Otherwise, we become victims rather than masters of our future.

IMPLEMENTATION PLAN

ADMINISTRATION AND LOGISTICS

The implementation of all the alternative policies require commitment from law enforcement administration. They also require the commitment of the legislature. A task force comprised of the "Critical Mass" should be formed. Administration should be at a high level and handled by the State Department of Justice with appropriate backing from the legislature. This will be helpful in coordination with interstate and national groups.

TEAM BUILDING

A team already exists in the missing children field although the members were not a team per se. They do share a common goal and sometimes work with each other. Some networking and interchange of information and ideas should occur. In order to get the team from its present state to a desired state, it will be necessary to build a task force which is able to plan and build on what already exists. The task force can then begin to implement those things necessary for the desired future state.

PROGRAM RESPONSIBILITY

The majority of the responsibility for acting on the alternative policies lies with law enforcement administrators. The exception is that the legislature is responsible for state licensing of missing children agencies.

The other major actor with program responsibility is the legislature. They are expected to support or approve all other policy alternatives. All other actors are either expected to approve, support, or provide input into the development of the policy alternatives (see Responsibility Chart on Page 52).

RESPONSIBILITY CHART

Indicates the level of involvement of the named stakeholders.

- R = RESPONSIBILITY (Not necessarily authority)
- A = APPROVAL (Right to veto)
- S = SUPPORT (Put resources toward)
- I = INFORM (To be consulted)

ACTORS

DECISION	Law enforcement administrators	Private missing children agencies	P. O. S. T.	Legislature	Probation/Juvenile Hall	United States Dept. of Justice	State Department of Justice	Family/Parent Groups	National Center for Missing Child	FBI							
State licensing of M.C. agencies	I	I		R	I		I										
Development of Educational Prog.	R		S	S				I	S	S							
Establishment of Missing Children	R		S	S	I												
"Hard Line" against Child Porn.	R	I		S													
Sharing of M.C. information	R	I		A		A	A	I	I	A							

CRITICAL MASS AND COMMITMENT PLAN

A continuation of identifying stakeholders was performed by the NGT Group. The group was asked to identify the "Critical Mass" from the list of stakeholders. They were also asked to identify the current level of commitment of each stakeholder, and the desired future commitment (see Chart 15 on Page 54). The Critical Mass was identified as follows:

<u>Target Group</u>	<u>Type of Commitment</u>
1. President of the California Police Chiefs Association	Make change happen
2. Members of the California Legislature	Make change happen
3. Director and Training Staff of California P.O.S.T.	Help change happen
4. Director of the State Department of Justice	Help change happen

All other stakeholders are expected to let change happen and none of the stakeholders were expected to block change.

COMMITMENT PLANNING

- o WHAT DO YOU NEED FROM THE "CRITICAL MASS"?
- o WHERE DOES "CRITICAL MASS" (INDIVIDUALLY) STAND NOW REGARDING THE CHANGE?

TYPE OF COMMITMENT

Actors in Critical Mass	TYPE OF COMMITMENT			
	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
1. Law Enforcement Administrators			0	X
2. Private Sector Missing Children Agencies		⊗		
3. P. O. S. T.			⊗	
4. Legislature		0		X
5. Probation/Juvenile Hall Departments		⊗		
6. U. S. Department of Justice		⊗		
7. State Department of Justice		0	X	
8. Family/Parent Groups		⊗		
9. Nat. Cntr. for Missing & Exploited Child		⊗		
10. Federal Bureau of Investigation		⊗		

COMMITMENT PLANNING

0 = Current Commitment

X = Desired Commitment

ACTION STRATEGY FOR COMMITMENT

LAW ENFORCEMENT ADMINISTRATORS

Law enforcement administrators are expected to make change happen. However, they needed some background on the missing children problem in order to ensure a sustained commitment.

STEPS

1. Law enforcement administrators need training in child pornography. The FBI, one of the stakeholders, is an excellent agency to provide this training because they employ experts in that field.
2. Law enforcement administrators need training in educational programs regarding missing children so they can effectively administer programs for their communities.
3. Law enforcement administrators need training in the area of missing children investigation so they can appreciate what is involved in handling these cases and the need to share information.

LEGISLATURE

The legislature, although expected to make changes happen, need to be more informed as to the problem and set a positive course of action.

STEPS

1. The legislature needs to be advised of the missing children problem and given a summary of the educational program presented to law enforcement administrators.
2. The legislature needs to be aware of some problems which exist in the dissemination of missing children information to all agencies. This will explain the necessity for licensing to ensure that present and future missing children agencies are reputable.

P.O.S.T.

P.O.S.T. needs to research missing children educational programs for investigators and related agencies to ensure that information is provided which adequately address present and future missing children cases.

STATE DEPARTMENT OF JUSTICE

The State Department of Justice is a "clearing house" of sorts for missing persons which included missing children for the State of California. It does not have investigators assigned to assist local agencies with cases. The DOJ has not been consulted on missing children problems. It is not adequately funded to make it an effective tool in receiving, handling, and disseminating missing person/children information.

STEPS

1. There needs to be an assessment of the needs of the Missing Persons Bureau.
2. They need to be involved in planning for future handling of missing children cases.
3. Adequate funding should be available to insure that there are necessary resources commensurate with the task and responsibility.

TRANSITION MANAGEMENT

The key issue to the successful transition management plan is involvement. From involvement comes commitment, understanding, and an investment to proceed to the desired state. The involvement of the stakeholders from the "Critical Mass" and the technologies employed facilitate the successful transition period. 11

MANAGEMENT STRUCTURE

The implementation of a plan to reduce the impact of missing children cases on law enforcement can be realized in a two-year time period. This is quite a challenge due not only to the length of time to get the plan fully in motion but because of the diversity of stakeholders involved.

The California State Department of Justice will be the coordinating agency with the supervisor of the Missing Persons Unit as the project director.

This supervisor will insure that the plan is carried out and will have responsibility to assess the needs and follow-up on all other members of the Critical Mass as well as other stakeholders. The project director will be responsible to the legislature and have ability to communicate with law enforcement administrators.

It will be the duty of the project director to keep the project moving forward and to coordinate with all stakeholders. The project director will represent law enforcement in general to all other stakeholders and make sure that the goals of the project are met.

The project director will be the team leader of a "Diagonal Slice" approach to see that all the components of the strategic plan are executed. They continually revise plans as necessary and obtained feedback from the other stakeholders. The transition manager will periodically report to the legislature on the progress of the project.

An advisory group of experts in the field of missing children will be set up to assist in planning and problem solving.

THE "DIAGONAL/SLICE"

The "Diagonal Slice" consists of members of the stakeholder group who work with one another on the project. The "Diagonal/Slice" will consist of persons from the stakeholders group who are involved at multiple levels, and have varied backgrounds and skills in planning and performing major tasks.

This approach will be best for this program due to those reasons and the variety and extent of resources made available through the various stakeholders.

TECHNOLOGIES

The stakeholders need to be committed at various levels. The technical resources which will be used by the project director include a high level of

interest by all stakeholders. The project director needs to first establish several workshops involving the "Diagonal/Slice" task force where members are brought together to accomplish several things and enact the policy alternative as stated in this paper.

The Mission Statement provided in this paper can be used by the task force to better suit the desired outcome. General direction for the task force will be established through participative management from the stakeholders.

An NGT process to determine any additional trends and events which the task force think are essential, or more germane, to the issue will be used.

The same process will be available for use in addressing the alternative policies and other relevant policies for the future.

The legislature will be responsible for allocating start-up funds and the project director will be responsible for locating and obtaining alternative funding for continued support of the project.

The project director as well as other members of the task force need to take on the attributes of salesmanship in order to effect a beneficial program which will carry them through the transition period and beyond.

The transition manager will receive feedback from other stakeholders and include this in reports to the legislature.

The strategic plan will be reviewed with the task force members as well as a review of the timetable and the responsibility roles of each stakeholder. The transition manager will be given commensurate authority for decision-making and problem resolution necessary for successfully administering the program. This will ensure continual administration of the program and aid in any complex resolution.

"MISSION, ANALYZING, AND PREPARING PROCESS

The "MAP" process will be integrated throughout this paper. It is a process to insure continued involvement and team building by members of the critical mass, who became a task force, through the transition state and into the future.

MISSION AND ENVIRONMENT MAPPING

During this process the past and present state will be described as well as what the desired future state will be. Scenarios will be developed and a desired future scenario selected. Strategic assumptions will then be forecast.

ANALYZING PRESENT AND FUTURE STATES

Questions will be asked about the present state and the future state. Specifically, what if anything is wrong? What needs to be changed? Will the change be better and will it be effective? The sharing of missing children information, educational programs are basic goals for future success.

— — PREPARING THE ACTIONS PLANS AND PRIORITIZING

In this phase, transition management will take place and the necessary action as outlined in this paper will be planned. Priorities will be set of the policy alternatives and a commitment by the Critical Mass will be obtained. In this phase any goals which need changing will be addressed. A definition of the needs and a problem statement will be necessary in order to continually plan throughout the process. This is followed by taking what course of action is necessary and reviewing what has been done. Feedback will be obtained from the Critical Mass and necessary adjustments made to accomplish the desired future state.

CONCLUSION

Missing Children cases are going to have a dramatic and detrimental impact in 1998 if steps are not taken to plan for the future now. This fact was discovered by use of various futures projection techniques

The findings of this paper indicated that there were increased numbers of Missing Children cases due to a variety of reasons. Heightened awareness of the problem came about for many reasons. Advocacy groups, more stringent reporting requirements, increased legislation, more efficient reporting, better recording of cases due to technological advances (computerization), were but a few of the elements contributing to this phenomena.

Pre-1988 activities in this field have provided minimal groundwork for the expanding field of Missing Children investigations. From the research conducted, an expanded interest on the part of law enforcement was indicated as being prudent to address the future impact of Missing Children cases. A firm stand on the issue and continued commitment from law enforcement officers is a must. Much of what needs to be done is without cost. It relates to dedication and attitude.

A transition plan was developed to implement these policies. The "critical mass" was identified from the group of stakeholders. They are all expected to support the program in some manner. They are expected to either "make" or "help" change happen. No one, including snaildarters, is expected to "block change".

The President of the California Chiefs of Police Association has been identified to serve as "executive director" and the Director of the California Department of Justice expected to be the transition manager.

Improvement of the missing children problem can be accomplished. The impact of these cases on law enforcement can be reduced. A "diagonal

slice" of the "critical mass" can move into immediate action. commitment and team building are the keys to a successful transition.

Funding may be available from the state. Even without these funds the policies requiring no money can be implemented. Alternative resources, such as private grants, are available.

The use of the "Map" process throughout the transition period provides feedback and allows for continual monitoring and adjustment to ensure accomplishment of the desired future state through the year 1998.

The need for continued involvement and commitment on the part of all persons dealing with missing children cases is at a high level. The involved stakeholders need to continuously build a team and promote interaction and information sharing with all agencies.

Four years ago, much was being done in legislation and stakeholder involvement, but interest has waned. There is not the commitment level that once existed. In spite of mandates from the legislature and the efforts of some stakeholders, many programs have been dropped. Some due to lack of funds, some due to lack of support and others due to lack of long term commitment.

Agencies are interacting poorly with each other regarding missing children cases.

The current statistics are inadequate and inconclusive. California has fallen behind in the field of missing children.

All that can be done is not being done. The implication is that the impact will surely not be better and perhaps worse if steps are not taken to control the future and minimize the impact of missing children cases on law enforcement.

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MISSING CHILDREN RESEARCH QUESTIONNAIRE

- A. I am conducting research for a paper titled "What Will Be The Impact of Missing Children Cases on Law Enforcement by the Year 1998?"

Please help by answering the questions honestly and as completely as you can. There is no wrong or right answer. You are one of several experts in the field being interviewed. Individual responses will be confidential.

I am primarily interested in the "hard core" missing children cases (those who are kidnapped and taken by persons unknown or whose reason for being missing is unknown.

1. Do you think there has been any kind of a significant decrease or increase in the number of missing children cases during the past four years?

___ ___ Yes

___ ___ No

___ ___ Undecided/don't know

- (a) If yes, when did the increase begin?

- (b) How substantial do you think it is?

- (c) Do you have any statistics or other information that shows how much of an increase there is?

- (d) Do you have any statistics or other information that shows how much of a decrease there is?

- (e) Can this information be made available to me?

- (f) What do you think has led to this increase/decrease?

If no or undecided.

(a) There is a lot of mixed opinion about whether there is a big increase/decrease. Whatever the case, the problem of missing children is certainly getting a lot of attention, especially in the media. Why do you think this is?

(b) What does your data show about the rate of missing children?

2. Have there been any major problems you can name with missing children cases?

___ ___ Yes

___ ___ No

___ ___ Undecided/don't know

(a) If yes, at what level?

___ ___ State

___ ___ National

___ ___ Local

(b) Who have the problems been with?

___ ___ Law enforcement

___ ___ Legislators

___ ___ Other officials

___ ___ Parents

___ ___ Other (name)

3. Do you think there are current major problems?

Yes _____

No _____

Undecided/don't know _____

What is being done to resolve them?

If yes, are they better or worse than past problems?

Better _____

Worse _____

Undecided/don't know _____

What are the most significant problems?

1. _____

2. _____

3. _____

If no, are all involved agencies doing as well as they can?

4. What do you think will be the future of missing children cases?
(National, state, local clearing houses, high tech, no change, no problem, don't know, other.)

5. Where will the legal responsibilities be?

National _____

State _____

Local _____

Other _____

Combination _____ (name)

6. Based on past and present Events and Trends, do you foresee any future problems with missing children cases, such as increase, change in legislation, reporting procedures, existing technology, or more resources.

Yes _____

No _____

Undecided/don't know _____

If no, why not?

If yes, what problems lie ahead?

1. _____
2. _____
3. _____

Who will they be with?

7. Does law enforcement need better procedures for the future?

Yes _____

No _____

Undecided/don't know _____

If no, why not?

What procedures need improvement?

1. _____
2. _____
3. _____

What about the courts?

8. Does law enforcement need better techniques?

Yes _____

No _____

Don't know _____

What techniques would be helpful?

1. _____
2. _____
3. _____

9. Do Missing Children Bureaus have any limitations?

Yes _____

No _____

Undecided/Don't know _____

10. Do you have records which reflect the group/s which are represented in missing children cases? (Age, sex, ethnicity.)
11. Are there any recommendations you have to improve handling missing children cases?
12. Who would be responsible for making those improvements happen?

To what extent would they be responsible?

Make it happen _____

Help it happen _____

Let it happen _____

APPENDIX B

LIST OF TRENDS

1. Legislation
2. Court Decisions
3. Employment cycles
4. Available funds
5. Organizations to deal with missing children
6. Foundations
7. Increased media attention
8. Limited budgeting
9. Increasing awareness of missing children
10. Public backlash (nonbelievers)
11. Increasing child custody disputes
12. Decreasing social services for status offenders
13. Increasing law enforcement case load
14. Divorce rate
15. Increasing common-law relationships
16. Moral-value change
17. Changing in demographics
18. Immigration
19. Cultural differences
20. Increasing lawsuits
21. Family structure change
22. Child identification programs (fingerprints, videos, etc.)
23. Child death review teams
24. More realistic treatment and assessment of child molesters
25. Increasing mandated training
26. Increase in chemical abuse and availability
27. Frustration with law enforcement
28. Frustration with judicial system
29. Central indexing data base
30. Increase in fraudulent organizations which deal with missing children
31. Increase in accountability of social agencies
32. Poor law enforcement response
33. Increase in violent crimes
34. Negative community response for shelters
35. Property crime increase
36. Poor reporting of statistical data
37. Increase in organized crime (network)
38. Childrens' awareness programs and better education
39. Curriculum/education responsiveness
40. Religious organizations
41. Changes in truancy enforcement
42. Victims' rights movement
43. Increasing awareness of occult activity
44. Increasing participation and occult activity
45. Religious organization awareness of missing children problem
46. Earlier education of children (prevention of becoming victims)
47. Proof of ownership required (social security, birth certificates, etc.)
48. Increasing closure of private preschools due to reported abuse
49. Agencies becoming too specialized
50. Law enforcement accountability
51. Lack of uniform reporting
52. Lack of education
53. Increase in sexual awareness

54. An ability to deal with teenage runaways legally
55. Parental fear of discipline (Laissez-Faire)
56. Lack of communication between parent and child
57. Lack of communication between missing children agencies
58. Lack of communication between law enforcement agencies
59. Increase in missing children because of imposed laws
60. Peer pressure at home and school
61. Social pressure
62. Social economic pressure
63. Increase in parental paranoia/hysteria
64. Teenage suicide
65. Increase of violence in music, movies, etc.
66. Increased mobility of society
67. Increase in transportation systems
68. Judicial problems due to mobility of society
69. Increased public sympathy for runaways
70. Inadequate laws
71. Increase in criminal prosecution of parents for failure to provide
72. Sexual seduction/creation of child pornography market
73. Sexual climate of society
74. Judges discretion
75. Lack of child care
76. Corporate child care
77. Increase in communities for the homeless
78. Increased attention to teen prostitution
79. Societies' suppression to sexual problems
80. Increase in underground sanctuaries
81. Specialization of experts in the field of missing children
82. Increased graduate research
83. Child/victims of parental abduction not perceived as a problem
84. Societal trend to focus on only criminal abductions
85. Officials not above board
86. Law enforcement not releasing information on cases
87. Lack of documentation
88. Decrease in prosecutable cases
89. Increase in missing children business
90. False abuse reports by children
91. Children returned to abusive parents

APPENDIX C

LIST OF EVENTS

1. Divorce and remarriage
2. Discovery of a slave market
3. Adverse court decisions
4. Favorable court decisions
5. U.S. Supreme Court involvement
6. Change in law enforcement view of missing children cases
7. Physical and sexual abuse
8. Disclosure of abuse cases
9. Publicity of child involved events
10. Publicity of social events
11. Religious conversion of a child
12. Religious groups/criminal activity
13. State mandated protocol and documentation of missing children cases
14. Mandated reports increase
15. Refusal to admit problems exist by society
16. Development of child identifying technology
17. Victims' rights groups more vocal
18. Celebrated case exposure (special interests)
19. Major parade of adults molested as children
20. Major change in the legislature
21. Mobilization of a movement to promote missing children legislation
22. Legislation to make dramatic change
23. More missing children investigations
24. Interstate and national networking of all missing children cases
25. Federal Department of Justice takeover of missing children cases
26. Drastic reduction in runaway numbers
27. Coordination of all missing children agencies
28. Federal regionalization for missing children cases
29. Establishment of county task force
30. Regional task force
31. State-to-state impact (learning from each other)
32. Formation of more interstate programs
33. Major lawsuit in missing child case
34. Innovative legislative technique
35. Lower birthrate
36. A major impact in child relations
37. Children teaching children programs
38. Victim revolt/retaliation
39. Federal Department of Justice funding missing children cases
40. Intensifying and increasing missing children cases which are exposed by the child
41. Spread of major disease

APPENDIX D

LIST OF STAKEHOLDERS

Law enforcement investigators
Private investigators
Private sector missing children agencies
Child/adult psychologist
Police officers standards and training courts
Legislature
Media
School districts
Parent/teacher associations
Church groups
Universities and colleges
California Chiefs' of Police
California Police Officers' Association
California Office of Criminal Justice Planning
Police Officer Research Association of California
International Association of Chiefs' of Police
Private sector funding groups for missing children
Probation and Juvenile Hall facilities
Federal Department of Justice
State Department of Justice
Out of state missing children agencies
Family/parent groups
Hospitals and shelter care facilities
American Civil Liberties Union
Neighborhood Watch Organizations
Elected officials
Police agencies
Police training divisions
Victims rights' groups
Transportation agencies
United States Border Patrol
Pornography publishers
Teachers' groups
National Center for Missing and Exploited Children
Federal Bureau of Investigation
Occult Groups
Screen Actors Guild and Celebrities

APPENDIX E

RATING SHEET FOR POLICY DELPHI

Alternative 1:

Feasibility	DF	PF	PI	DI	SCORE=
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

Alternative 2:

Feasibility	DF	PF	PI	DI	SCORE=
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

Alternative 3:

Feasibility	DF	PF	PI	DI	SCORE=
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

Alternative 4:

Feasibility	DF	PF	PI	DI	SCORE=
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

Alternative 5:

Feasibility	DF	PF	PI	DI	SCORE=
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

Rating Scale

Feasibility

DF = Definitely feasible = 3 points
 PF = Probably feasible = 2 points
 PI = Probably infeasible = 1 point
 DI = Definitely infeasible = 0 point

Desirability

VD = Very desirable = 3 points
 D = Desirable = 2 points
 U = Undesirable = 1 point
 VD = Very desirable = 0 point

APPENDIX F

LIST OF NOMINAL GROUP MEMBERS

- Mr. Stephen W. Barlics
Child Abuse/Sexual Assault Investigator
San Bernardino, CA Police Department
- Rev. Beverly Gilbert
Motivation Unlimited, President
Colton, CA Crisis Center, Founder
Colton, CA Chemical People, President
Colton, CA Community Action Network, President
- Ms. Rose Houston
Children in Crisis Center, Social Services Coordinator
San Bernardino, CA
- Mr. Alexander "Jack" Kelly
Juvenile Justice Education Program, Founder
Citizens War on Crime Commission, Founder
San Bernardino County, CA Sheriff's Advisory Council, Member
Former San Bernardino Police Department Commissioner
San Bernardino, CA
- Ms. Teddy Kieley
Top Priority: Children, Director
Palm Springs, CA
- Ms. Lynn LeRoy
Police Assistant/Missing Children Investigator
San Bernardino, CA Police Department
- Mr. Ray E. Liles
Children's Network Coordinator
San Bernardino, CA
- Mr. Carlos Pantagua
Parental Child Abduction, Supervising Investigator
Office of The District Attorney
San Bernardino, CA
- Ms. Julianne Starr-Lacaster
Family Crisis Intervention Probation Officer
San Bernardino County, CA Probation Department

APPENDIX G

LIST OF POLICY GROUP MEMBERS

Captain Wayne Harp
Investigative Services Commander
San Bernardino California Police Department

Sergeant Robert Evans, Jr.
Crimes Against Persons Unit
San Bernardino California Police Department

Captain Daniel Robbins
Community Services Commander
San Bernardino California Police Department

Michael Kelly
Criminal Identification Specialist
Missing/Unidentified Persons Unit
California Department of Justice

Richard Roberts, Supervisor
U.S. Customs Operations
Riverside, California

Joseph Kranyac III
Crime Analyst/Research Consultant
San Bernardino California Police Department

Detective Sergeant Toby Tyler
International Child Abuse Expert
San Bernardino County California Sheriff's Department

APPENDIX H

List of Interviewed Experts,

Ronald E. Ellis,
Assistant Bureau Chief
Illinois State Police
Springfield, IL

Robert I. Bush, Program Specialist
State Clearing House
National Center for Missing and
Exploited Children
Washington, D.C.

Byron Skinner, Master Sergeant
Illinois State Police
Springfield, IL

Michael Case, Supervisor
Missing/Unidentified Persons Unit,
Missing Children Clearing House
California DOJ
Sacramento, CA

John B. Rabun, Deputy Director
National Center for Missing and
Exploited Children
Washington, D.C.

William McGinnis, Detective
Contra Costa County Sheriff's Dept.
Danville, CA

Charles Houston Pickett
Technical Advisor
National Center for Missing and
Exploited Children
Washington, D.C.

Carla Branch, Communications Manager
National Center for Missing and
Exploited Children
Washington, D.C.

Georgia Hilgeman,
Executive Director
Vanished Children's Alliance
Campbell, CA

Russell F. Pitkin, Captain
Contra Costa County Sheriff's Dept.
Martinez, CA

Jeannine Willie,
Criminal Identification Specialist
Missing/Unidentified Persons Unit
Missing Children Clearing House
California DOJ
Sacramento, CA

Michael J. Kelly,
Criminal Identification Specialist
Missing/Unidentified Persons Unit
Missing Children Clearing House
California DOJ
Sacramento, CA

Dr. Joel Best, PhD
California State University
Fresno, CA

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