

2003 Herman Goldstein Award for
Excellence in Problem Oriented Policing

California Child Safety AMBER Network



California Highway Patrol
D. O. Helmick, Commissioner

May 1, 2003

DEPARTMENT OF CALIFORNIA HIGHWAY PATROL

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May 1,2003

File No.: 1.052.A7471.2003.277

Herman Goldstein Award Selection Committee
Police Executive Research Forum
1120 Connecticut Avenue NW, Suite 930
Washington, D.C. 20036

Dear Herman Goldstein Award Selection Committee:

The California Highway Patrol (CHP) is pleased to nominate the *California Child Safety AMBER Network* for the 2003 Herman Goldstein Award for Excellence in Problem Oriented Policing. With the CHP in a coordinating role, this project represents the results of strong cooperation and determination among local and state law enforcement to address a particularly troubling public safety issue.

The enclosed application summarizes the tragic and frightful situation facing many children in California and throughout the nation, and the resulting public outcry for effective solutions. It also describes the efforts taken by local law enforcement and state government to implement a truly effective model program to counter the danger faced by too many children in California.

I appreciate the opportunity to share this valuable program with you. If I can provide any additional information, please do not hesitate to contact me at (916) 657-7152, or Deputy Commissioner Joe Farrow at (916) 657-8048.

Sincerely,
A handwritten signature in black ink, appearing to read "D. O. Helmick".

D. O. HELMICK
Commissioner

Enclosure

2003 Herman Goldstein Award for
Excellence in Problem Oriented Policing

California Child Safety AMBER Network

California Highway Patrol

D. O. Helmick,
Commissioner

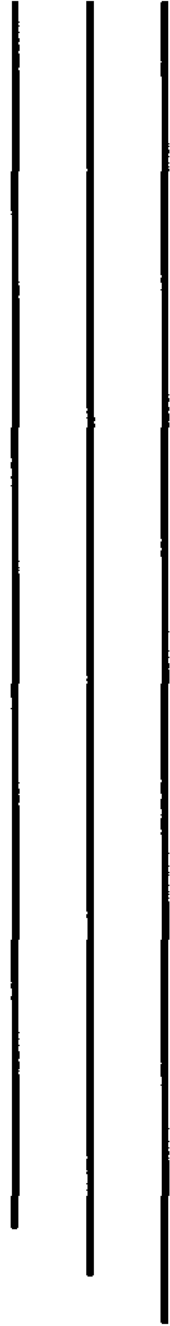
May 1, 2003

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Summary



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Summary

Project Title: California Child Safety AMBER Network

Scanning: On July 15, 2002, the brazen, broad daylight abduction of young Samantha Runnion, and her subsequent murder, raised the ire of a stunned public. Intense media attention demanded answers to what could be done to prevent future similar crimes. Even more disturbing was the fact this one case was not unusual. In 2001, there were 637 child abductions that involved a stranger or suspicious circumstances that may have indicated a stranger abduction.

Analysis: A look at child abduction numbers revealed that they represented the bottom of a multi-year decline in such cases. While local procedures were in place for filing missing persons reports, many times such reports did not receive immediate response due to competing criminal activity. Also, research indicated that time was a critical factor. In 60 percent of such cases, typically there was a two-hour delay in making initial reports. In addition, 74 percent of abducted children who are murdered are killed within three hours after the abduction.

The State of Texas responded to similar cases by implementing an alert program that used local media to broadcast victim, suspect, and vehicle information over the air; the intent being to use the public to locate the suspect and report it to law enforcement. In California, Orange County followed suit by



implementing the Child Abduction Regional Emergency Alert program, which used the local Emergency Alert System to broadcast suspect and victim information throughout the region. That program spread to several other counties in California; however, there was no statewide, coordinated effort in place to make broadcasts beyond local regions.

Response: The California Highway Patrol (CHP) took the lead in organizing law enforcement associations and agencies and forming a coordinated, statewide response capability to child abductions. Based on this initiative, California's governor ordered the CHP to be the statewide coordinator for the statewide alert program. Called the California Child Safety AMBER Network (CCSAN), it used the statewide emergency alert system, along with other tools to broadcast victim and suspect information statewide. Legislation was enacted to codify procedures for issuing alerts and to mandate the CHP to implement a public education and awareness program for parents and children to help maximize their safety.

Assessment: The CCSAN's first alert was issued on August 1, 2002. Since then, 25 alerts have been issued involving 31 children. All 31 children have been safely recovered and returned to their families. Recommendations for effective public awareness programs have been submitted to the Governor, but fiscal issues have frustrated their implementation. The CHP, however, has used age-appropriate material at various venues to highlight safety tips for parents and children. The cooperation by local and state law enforcement, along with broadcasters, has made California's AMBER Alert program an unparalleled success and a model for recently passed federal legislation.



Scanning

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Scanning

At five years old, life is great. If you have to go to school at all, it's only for a half-day. Homework is minimal; playtime is plentiful. The only time you're tired is at the end of the day, when it's time to come inside, eat dinner, and watch television. There's no daily grind of work hanging on your back, and your most challenging responsibility is eating your vegetables so you can have dessert. When you're five years old, monsters live in closets or under the bed; they're not people. After all, mommy and daddy are people and they take care of you. You might be a bit shy and tentative around new people, but there is no real reason to be *afraid*, right?

There is a good chance that is how Samantha Runnion viewed her young life. For her, July 15, 2002, probably started out as any other day. Get up, have breakfast, play inside, play outside, eat lunch, then back outside until dinner. But, sadly, this day would be different. In the early evening, while playing in front of her Orange County home with her friend, a stranger pulled up in a vehicle and grabbed the unsuspecting child. Despite her kicking and screaming, this five-year old was no match for a full-grown adult. Samantha's friend could only watch in horror.

Samantha was found the next day, 50 miles from her home—dead. She was suffocated after being sexually molested, allegedly by a man acquitted of



child molestation only a year earlier. A bright, young life, stolen by a real-life monster.

The media attention surrounding this terrible incident was extremely intense. The same familiar questions were raised: "How could this happen?" "Who could commit such an act?" "What more could have been done to stop him?" The answers were not clear-cut, nor were they particularly comforting. Apparently, systems and procedures were in place in Orange County, but were not available outside the county; law enforcement was involved, of course, though it was not used to its full potential. Resources were available, but were unused due to lack of knowledge or training. The most sobering revelation was the fact that Samantha's case was not a completely unfamiliar occurrence.

In 2001, the California Missing and Unidentified Persons System¹ (MUPS) recorded a staggering 637 child abduction cases that involved a stranger or suspicious circumstances that may have indicated a stranger abduction. The brazen actions of Samantha Runnion's kidnapper, along with the numbing abduction statistics, raised the ire of a demanding public that included lawmakers, law enforcement, government officials, and especially parents and family members. Something was wrong, and a solution was required.



¹ This system, overseen by the California State Attorney General's Office, places reports of missing children into various categories, including: Runaways, lost, catastrophe, stranger abduction, parental/family abduction, suspicious circumstances, and unknown circumstances.

Analysis



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Analysis

Over 600 child abductions in 2001. That averages out to over one child kidnapped per day. Stranger abductions, totaling 57 in 2001, averaged over one per week. Compared to a state population of nearly 40 million, the numbers may not seem large or even significant; yet, ask a parent or family member about the significance of only one of those children and the importance cannot be overstated. An alarming note is the fact that the 637 abducted children in 2001 was the bottom of a declining trend. As seen in the table below, the numbers of abducted children in the prior four years were even higher.²

Missing Children

	1997	1998	1999	2000	2001
Stranger Abduction	81	58	64	51	57
Suspicious Circumstances	948	805	887	644	580
Total	1029	863	951	695	637

In 1997, it took the abduction of one child for the State of Texas to develop and implement the first cooperative alert system between law enforcement and the media. The Texas AMBER Alert Network was created after the kidnapping and murder of nine-year old Amber Hagerman in 1996. During this case, it was learned that information about the suspect vehicle was available, but the ability to disseminate it was not. Concerned citizens took it upon themselves to contact local radio stations hoping the information could be broadcast over the airwaves

² "Reports of Missing Children," Office of the Attorney General Website, www.caag.ca/missing/content/01rpt_ch.htm.



in an effort to help locate the victim and perpetrator. The idea was later refined to ask broadcasters to make special "alerts" in future cases to get information out to the public as soon as possible. A regional plan was developed that encouraged law enforcement to work with and quickly alert media outlets within a 200-mile radius of a confirmed abduction.

Time is a critical factor. The U.S. Department of Justice reported that in 60 percent of cases studied, there was typically a two-hour delay in making initial missing child reports.³ It also stated that 74 percent of abducted children who are murdered are killed within three hours of the abduction.⁴ Many believe the first 24 hours after an abduction represent a particularly critical time in which law enforcement must be prepared to respond immediately and effectively.⁵

Prior to the AMBER system, California had procedures and systems in place for reporting and responding to reported child abductions. There was, however, no coordinating agency, policies, or procedures for responding to cases that expanded beyond local jurisdictions, county or state boundaries. The Department of Justice had a toll-free number for reporting missing children. Reports, however, were likely referred back to local agencies for follow-up, and likely had to compete for investigative resources amongst other criminal priorities.

³ The Office of Juvenile Justice and Delinquency Prevention (1990) "Missing Children: Found Facts," Robert Sweet.

⁴ Ibid.

⁵ FBI Law Enforcement Bulletin, April 2001; *Investigating Potential Child Abduction Cases — A Developmental Perspective*. Wayne D. Lord, Ph.D., Monique C. Boudreax, Ph.D., and Kenneth V. Lanning, M.S.



The Texas program demonstrated the effectiveness of using local media and the eyes and ears of the public to aid in the recovery of an abducted child. Following Texas' lead, California implemented a regional alert system in Orange County in 1999. The Child Abduction Regional Emergency, or CARE Alert system, was implemented through the cooperation of the California Department of Justice (DOJ), the local police chiefs, and the Orange County Sheriff's Office.

The goal of this program was the safe return of abducted children by establishing a partnership between the community, the media, and law enforcement. Upon notification of an abducted child, the program utilized an immediate, region-wide media alert that broadcast pertinent information about the victim, suspect, and vehicle involved (if known). Following the implementation of the CARE Alert Program in Orange County, programs became operational in Sacramento and its surrounding counties.

In spite of the successful implementation of CARE Alert programs, and the overall support by law enforcement, the media, community groups, and citizens, a significant limitation of this and similar program was their regional nature. If notification beyond specified regions was needed, procedures were not in place to provide this service. Also, even if programs could be inter-regional, there were no standards for determining if a child was "abducted," or a run-away, or late from a visit with a non-custodial parent. For children like Samantha Runnion and Amber Hagerman, such uncertainties could prove perilous.



Response

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Response

The Samantha Runnion case and the lack of a comprehensive, cohesive statewide response to child abductions galvanized public support for an immediate response to this vital public safety issue. All levels of government became involved — local governments and law enforcement, the state legislature and administration, public safety organizations, and, of course, concerned parents. Although regional programs showed promise, there remained an outcry for a concerted statewide response, available at "the push of a button."

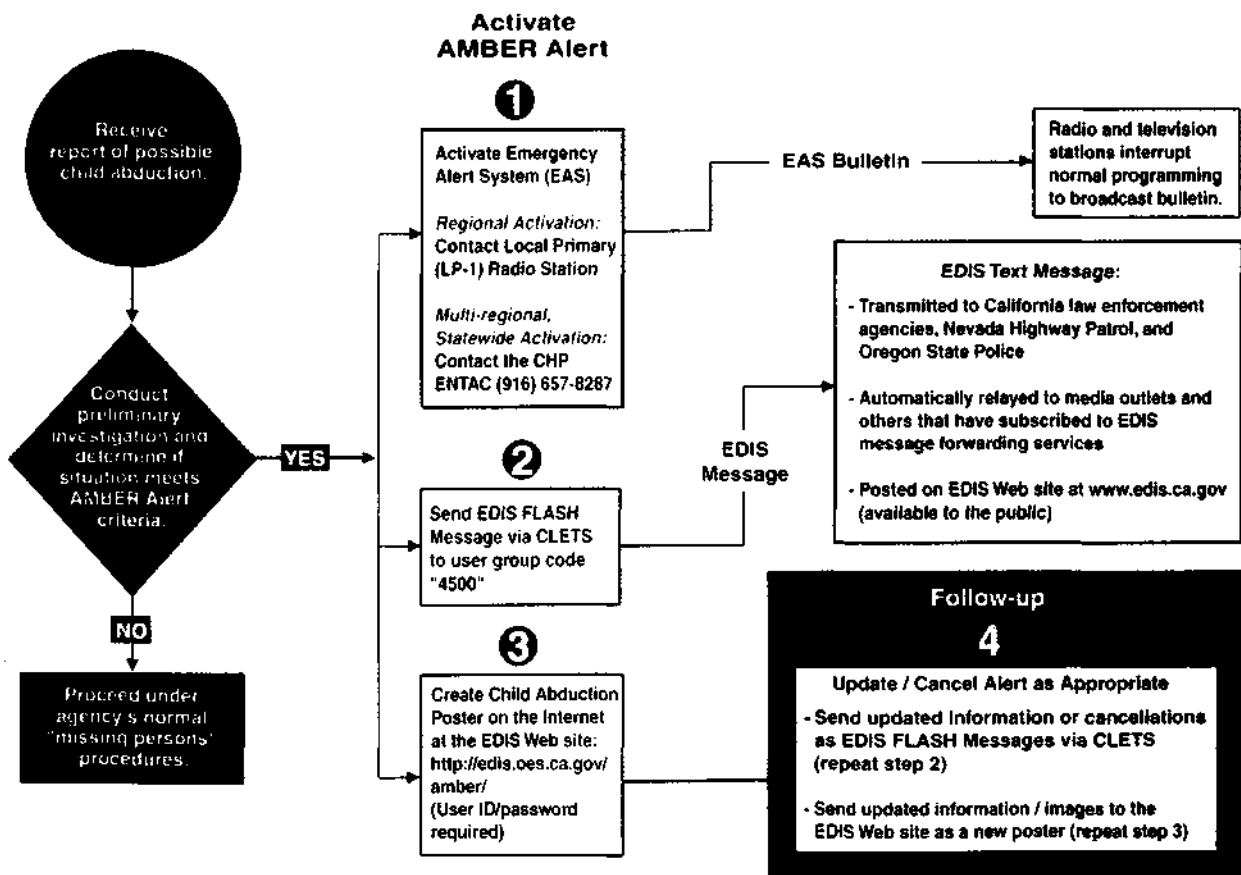
The California Highway Patrol (CHP) took the lead in bringing together local law enforcement agencies and representative associations to fashion a statewide response capability to child abductions. This effort, supported by the administration, led to Governor Davis ordering the CHP to maintain its lead role in coordinating, developing, and implementing a statewide alert system, similar to the AMBER program from Texas (see Annex A). He also ordered that the state's Emergency Alert System (EAS), along with other current warning systems, was to be used to make local, regional, and statewide notifications whenever a child abduction occurred.

In response to that order, the California Child Safety AMBER Network (CCSAN) was unveiled on July 31, 2002. Through this network, local law enforcement agencies investigating a child abduction has the ability to



ultimately broadcast pertinent information about the case statewide. Initially, the local agency notifies a centrally located law enforcement facility or EAS coordinating agency. A request is made to make notification throughout the specific region that an abduction has occurred. If notification beyond the local region is necessary, the CHP is contacted, which then makes notification to the other regions and/or states. This process transfers the task of disseminating information from the local agency to the central or statewide facility, allowing resources within the local agency to focus on the investigation. The process followed by law enforcement is diagrammed below.

California's AMBER Alert Activation Steps for Law Enforcement





While the Governor's order gave the CHP the authority to administer the CCSAN, it was new state legislation that directed the participation of local law enforcement in the program. The CHP assisted the Governor's office in writing Assembly Bill (AB) 415, which was signed into law on September 12, 2002. AB 415 added Section 8594 to the California Government Code. This section mandated the CHP, in consultation with the DOJ and representatives from the California State Sheriffs' Association, the California Police Chiefs' Association, and the California Peace Officers' Association, to develop policies and procedures for how law enforcement agencies, broadcasters participating in the EAS, and other emergency response agencies associated with EAS, are to proceed after a child abduction has been reported. It also required the CHP to study the AMBER plans from other states, and in particular, the CARE Alert Program from Orange County, for guidance in developing appropriate policies and procedures for use of the EAS.

Given the total number of missing children reports, it was important to structure this program so the alerts were genuine and always worthy of the public's attention. There was concern that over-exposure to frequent alerts, and complacency among the public audience, would render this valuable tool as useless. To alleviate this concern, the CHP worked with its peers to create standards for each alert issued. The CHP included in AB 415 four conditions that must be met before any CCSAN alert is issued. Those conditions are:

1. Is this a confirmed abduction?
2. Is the child 17 years of age or younger or does the individual, regardless of age, have a proven mental or physical disability?
3. Is the person in imminent danger of serious bodily injury or death?



4. Is there information available that if disseminated to the general public, could assist in the safe recovery of the victim?

Absent any extenuating circumstances, if all the criteria are met, the CHP activates the EAS as appropriate. These alerts and the EAS are not intended to be used for cases involving runaways, missing children in which there is no evidence of foul play, or abductions resulting from custody disputes that are not reasonably believed to endanger the life or physical health of the child. The chart on the following page diagrams the alert approval process and the role of the CHP in assisting the investigating agencies.

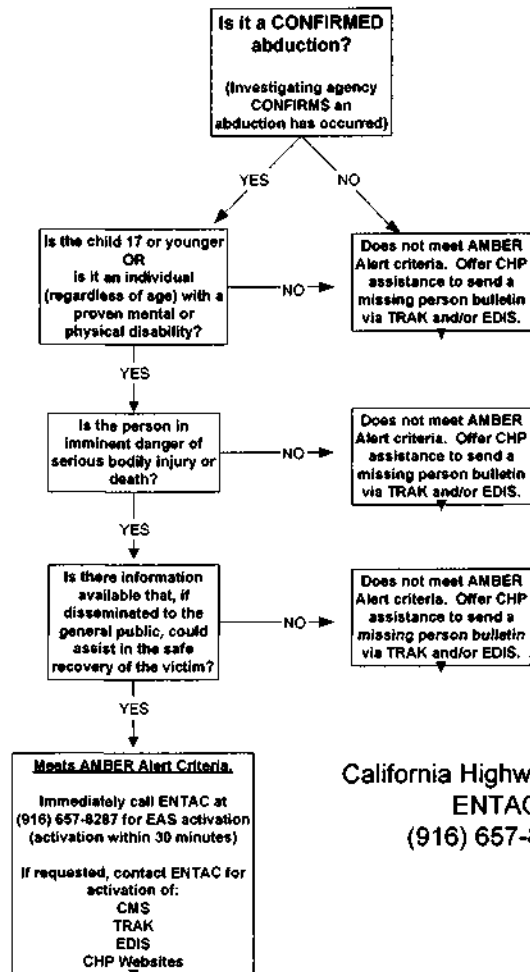
In addition to the specific requirements for reporting child abductions, AB 415 also mandated the CHP, in consultation with DOJ and the groups previously mentioned, to develop a comprehensive child abduction education program to educate children about safety and appropriate behaviors to help deter abduction or threats of abduction.

Emergency Notification and Tactical Alert Center

In response to the mandates of AB 415, the CHP created the Emergency Notification and Tactical Alert Center, or ENTAC. ENTAC, in conjunction with initiating law enforcement agencies, coordinates all multi-regional and statewide activations of the EAS and assists agencies with activation of the EAS on a more localized or regional basis, if requested.



California Highway Patrol Child Abduction Alert Criteria



The CHP's ENTAC unit is housed in the Department's Emergency Resources Center, which has electronic and computer access to all eight CHP field Divisions and all communications and dispatch centers. Due to the importance of this issue, CHP personnel were reassigned to give ENTAC the capability of being operational 24-hours per day, seven days a week.



ENTAC has a range of valuable tools to assist law enforcement agencies investigating a child abduction. Of these, the EAS is the primary focus of a CCSAN

alert. Other tools include the Electronic Digital Information Service (EDIS), the Technology to Recover Abducted Kids (TRAK) system, Changeable Message Signs (CMS), internet websites, and the California State Lottery. A more detailed description of each is provided in the following paragraphs.

Emergency Alert System: EAS is a federal communications system designed to inform the public in the event of a civil emergency. EAS messages, when accepted by participating radio and television stations, pre-empt local programming and are preceded and concluded by a distinctive alert tone. The alerts can be activated on either a regional, multi-regional, or statewide basis. The Federal Communications Commission (FCC) has divided California into 22 areas based on media markets. Each of these regions has a Local Emergency Communications Committee (LECC), which prepares plans for the use of the EAS and distributes EAS equipment to media outlets authorized to relay EAS messages.

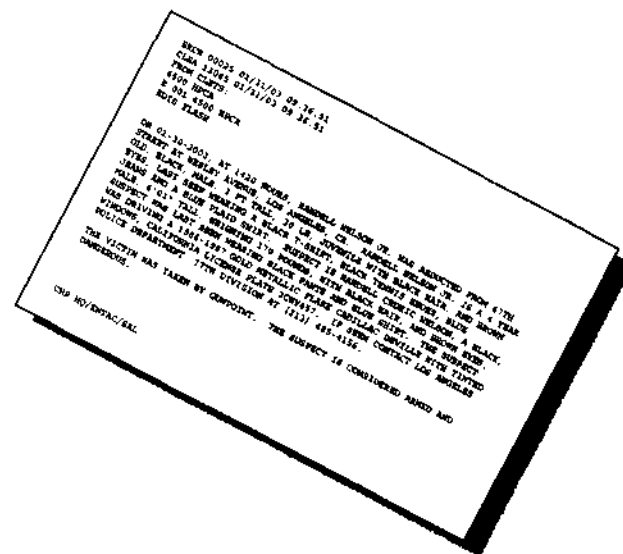
In child abduction cases, activation of EAS by a local law enforcement agency, in cooperation with a local radio or television station, only broadcasts the



alert within their limited FCC region. To activate the EAS on a multi-regional or statewide basis, the local law enforcement agency must contact ENTAC, which in turn, initiates a statewide or multi-regional activation.

As the CCSAN was being developed, the CHP worked with the State Emergency Communications Committee to revise the State EAS Plan to allow and include CHP participation, as required by the FCC. The CHP also developed an EAS usage request format for inclusion in the statewide and LECC plans. As part of the CCSAN implementation plan, the CHP installed EAS encoders/decoders in each of its 24 communications and dispatch centers throughout the state.

Electronic Digital Information System: EDIS is a service provided by California's Office of Emergency Services, which allows government agencies to distribute official information regarding emergencies to the news media and the public via e-mail, text pagers, and the Internet. EDIS serves two important functions during a CCSAN Alert:




- It allows law enforcement agencies to send emergency broadcasts to the media via the California Law Enforcement Telecommunications System.
- It allows law enforcement agencies to create child abduction posters on the Internet and automatically notifies the media, law enforcement, and other concerned agencies when the posters become available.



Technology to Recover Abducted Kids System: One major benefit the CHP has achieved in the fight against child abductions is the purchase of the TRAK program statewide. This proprietary image-based system is used to disseminate flyers on missing persons cases and operates similar to a facsimile machine. This system includes a computer, monitor, color printer, and unique software. TRAK is currently available within California to over 350 city, county,

state and federal agencies, plus certain media outlets and airports. Additionally, agencies without a TRAK system can request to receive TRAK flyers on facsimile machines.

Abducted Child-UPDATE	
Date:	07/28/2002
Name:	Nicholas Michael Farber
Address:	Palm Desert, CA
Height:	4 Feet 5 Inches
Weight:	55
Age:	6
Sex:	M
Eyes:	Brown
Hair:	Brown w/ Blond Highlights
Complexion:	Light
Race:	White
BirthDate:	3/9/1993
	
OTHER INFORMATION BELOW	
<p>The Riverside County Sheriff Department reported a Child Abduction that occurred on 06/26/02 at 0200 hours. The victim is Nicholas Farber who was last seen wearing Fruit Of The Loom underwear only.</p> <p>Nicholas Farber was abducted by two males. Suspect # 1 is a Hispanic male 20-30 years of age, HT-5-05, 175 lbs., dark short cropped back hair, goatee mustache, last seen wearing dark clothing and a black baseball cap. Suspect # 2 is either a dark Hispanic or Black male, HT-5-03, 250 lbs., last seen wearing dark pants and a brown nylon stocking over his head and face.</p> <p>The suspect vehicle is possibly a white GMC Yukon SUV with an unknown license plate.</p> <p>Please forward any information to Sgt. Blackwood, Riverside County Sheriff Dept. (760) 836-3215.</p>	
California Highway Patrol - Headquarters ENTAC	
<small>TRAK (CRP 1.75.74) This flyer produced on a TRAK System. For more information about TRAK see www.chp.org</small>	

The CHP has a TRAK terminal in ENTAC and one in each of its eight field Divisions. It recently finished installing TRAK terminals in each of its 99 Area commands, 16 commercial vehicle inspection facilities, and its six communications center commands.

Following the activation of the EAS and upload of incident information to EDIS, ENTAC will create a TRAK flyer and distribute it through the system. ENTAC can distribute the flyer either locally, regionally or statewide; however, if the investigating agency has the ability, a flyer usually will be created locally then forwarded to ENTAC for distribution.



Changeable Message

Signs: Several years ago, California placed CMS throughout the state on highways with identified traffic safety and congestion issues. The signs usually display messages concerning road conditions; however, they can be



programmed to display other types of messages by California Department of Transportation personnel who remotely control the signs in Traffic Management Centers (TMCs).

There are nine TMCs located in key urban areas throughout the state. When needed, ENTAC requests that these signs display messages pertaining to a child abduction. The use of these signs allows for distribution of information beyond that available by conventional media usage.

CHP Internet Site: Upon receipt of information regarding a confirmed child abduction, ENTAC will coordinate with the CHP's Information Management Division to post pertinent information and photographs on the Department's computer aided dispatch site, its media webpage, and its public website at www.chp.ca.gov.



California State Lottery Tickets: In early 2003, and in cooperation with the California State Lottery Commission, information broadcast on changeable message signs was also printed on every California State Lottery ticket sold in the state.



Once the basic structure of the "network" was in place, the activation of essential systems was rehearsed to ensure each was ready for operation. Training materials describing the necessary procedures for activating an alert were developed and distributed to all CHP commands and allied agencies. Training elements included the following:

- All CHP communications center and dispatch personnel were trained in the activation procedures for EAS.
- All ENTAC personnel received specialized training on all components of the CCSAN alert activation protocols.
- All CHP communications center commanders and supervisors received training on CCSAN alert activation procedures and were directed to contact the chairs of their local LECC for coordination and implementation of these protocols.

The better prepared all involved parties were in the operation of the system, the quicker the system could become operational in the event of an abduction.

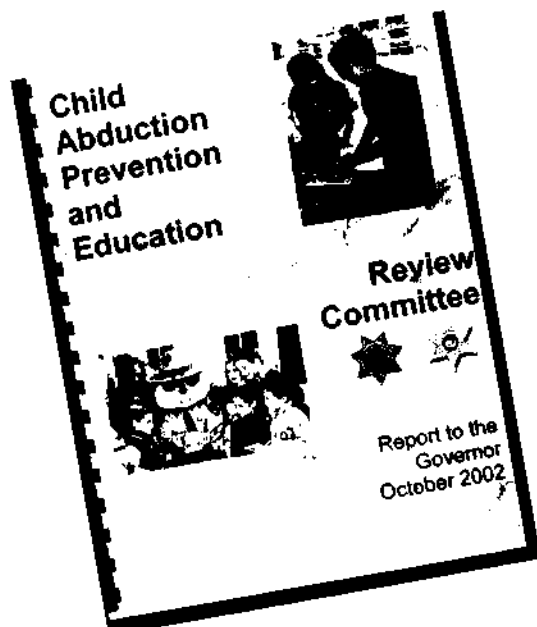
Public Education and Awareness

AB 415 directed the CHP, in conjunction with the DOJ, to develop a comprehensive child abduction education component to educate children on the appropriate behavior to deter abduction. In response to this mandate, the CHP



convened a group consisting of representatives from the California State Sheriffs' Association, the California Police Chiefs' Association, the California Peace Officers' Association, child safety advocacy groups, and the Department of Education. Known as the Child Abduction Prevention and Education Review Committee, or CAPE, their mission was to "...develop and provide recommendations for statewide education and prevention programs targeted for children and their parents."⁶

Under the direction of CHP Commissioner D. O. Helmick and Orange County Sheriff Michael S. Carona, the CAPE group conducted a comprehensive review of current educational programs and resources available from various governmental agencies and child safety advocacy groups. From this review, recommendations were developed and submitted to the Governor regarding the relevancy of the programs and their accessibility for distribution to appropriate stakeholders. The recommendations were contained in a report to the Governor, submitted in October 2002. A summary of these recommendations is contained in Annex B.



⁶ Child Abduction Prevention and Education Review Committee, *Report to the Governor*, October 2002.



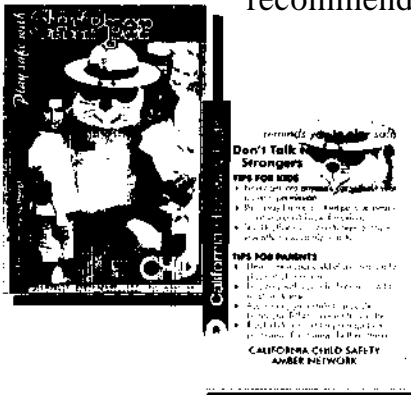
CHILD Identification
Call your nearest CHP



CHP'S POLICE
THIS LOT WAS COMPLETED ON
HELP IN A SAFE ACCESSIBLE PLACE
FOR YOUR PROTECTION ONLY

The committee's recommendations were significant and sure to make an impact on child safety in California. The state's current fiscal crisis, however, made the implementation of many recommended actions difficult.

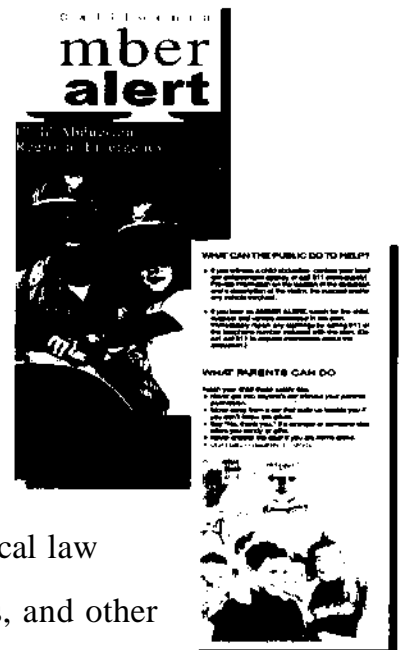
Despite the fiscal limitations, the CHP made use of its current traffic safety education programs to bring the message of personal safety to children and their families.



CHP school safety officers, community

outreach, and public affairs officers modified their traffic and bicycle safety programs to include tips on how to avoid dangerous situations that may lead to abduction. Flyers, posters, child identification cards, and other age-appropriate information were distributed to children and their families emphasizing those behaviors and actions designed to minimize the threat of abduction and harm.

Items like those featured here were part of that information package, and were made available at state and county fair exhibits, child safety seat check-up events, and at various locations like Department of Motor Vehicles offices, local law enforcement agencies, court offices, various community events, and other venues with significant public contact.





The pieces were in place; the participants were onboard and anxious to see the CCSAN succeed; trial tests of the system had been completed; now the waiting began — an ambivalent anticipation of wanting to see the system in operation, while at the same time hoping it might never have to be used.



Assessment



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Assessment

California's CCSAN program made its debut on July 31, 2002. It was not long before the system was put to its first real test. In the early morning hours of August 1, 2002, two teen-aged girls, strangers to each other, were parked in an isolated area of Lancaster, California, with their boyfriends. Out of the darkness, a man with a gun approached each vehicle and ordered the occupants out. After tying the boys' hands and feet, the suspect ordered the girls into his vehicle and drove off.

A report of child abduction was made to the Los Angeles County Sheriff's Office (LASO). After confirming the circumstances, the LASO requested an AMBER alert be initiated statewide. The suspect's vehicle description was immediately broadcast throughout the state on hundreds of changeable message signs. In addition, the EAS system was activated throughout the region and EDIS and TRAK notices were disseminated. The activation of California's CCSAN system generated thousands of tips, two of which actually led to finding the abductor and the girls over 50 miles north in Kern County. Both girls were found alive and generally in good physical condition; the abductor suffered a violent death after choosing to battle responding officers.

In its initial test, California's AMBER Alert system worked. It trained thousands of eyes to be on the lookout for a specific vehicle and for specific




occupants. Through the use of CMS, EDIS, TRAK, and the EAS, it brought to bear an untold number of citizen resources that a single investigating agency could never hope to match.

The usefulness and success of the CCSAN continued from there. To date, there have been 25 AMBER alerts issued in California, involving a total of 31 abducted children. With the help of the CCSAN system, **all 31 children have been successfully recovered and reunited with their families.**

The first alert brought with it a few technical glitches. The CMS were not fully automated to incorporate changes in displays.

Several had to be manually changed once the order for the broadcast was announced. Since that time, the capability to remotely change CMS displays has been established throughout the state.

The vast majority of the abductions occurred throughout Los Angeles County. The recovery locations were more widespread, due to the abductors' use of vehicles to transport the victims, again reinforcing the need for a regional and statewide alert capability. Annex C provides statewide and localized maps of the abduction and recovery locations.

RECOVERED CHILD	
Date:	8/28/2002
Name:	Nicholas Michael Farber
Address:	Palm Desert, CA
Height:	4 Feet 5 Inches
Weight:	55
Age:	9
Sex:	M
Eyes:	Brown
Hair:	Brown w/ blond highlights
Complexion:	Fair
Race:	White
DOB:	3/9/1993
	
OTHER INFORMATION BELOW	
<p>The Riverside County Sheriff Department reported a Child Abduction Case occurred on 08/28/02 at 0200 hours. The victim is Nicholas Farber who was last seen wearing Fruit Of The Loom underwear only.</p> <p>Nicholas Farber was abducted by two males. Suspect # 1 is a Hispanic male 26-30 years of age, 4'7"-5'-00, 175 lbs., dark short grizzled back hair, glasses (multicolored), last seen wearing dark clothing and a black backpack. Suspect # 2 is either a dark Hispanic or Black male, 4'7"-00, 230 lbs., last seen wearing dark pants and a brown nylon stocking over his head and face.</p> <p>The suspect vehicle is possibly a white GMC Yukon SUV with an unknown license plate.</p> <p>Please forward any information to Sgt. Beckwood, Riverside County Sheriff Dept. (761) 634-3215.</p>	
California Highway Patrol - Headquarters ENTAC	
<small>TM&C (2011-10-20) has been produced by a TM&C team. For more information about TM&C see www.tmc.org</small>	



A thorough initial response and investigation by local police and sheriff departments, combined with an immediate widespread broadcast of pertinent information to the public, and a properly trained emergency response team achieved these extremely favorable results. The success of California's CCSAN program, and those of Texas and Orange County, have spurred a national reaction. In March 2003, CHP Deputy Commissioner Joe Farrow was asked to testify before Congress about California's AMBER program and its success. On April 10, 2003, the United States Congress passed legislation designed to establish a national AMBER Alert entity and provide funding to help establish alert programs in those states currently without one.

Due to the recent start of the CCSAN, any attempt to study the effect on child abduction trends in California would be premature. Anecdotally, however, its ability to involve the public and acquire its support and assistance is unquestionable. A recent, nationally publicized alert confirms this assertion.

On March 1, 2003, 14-year old Lindsay Ryan was abducted from Jones, Michigan by 56-year old Terry Drake, a convicted murderer with a history of kidnapping. The Federal Bureau of Investigations (FBI) considered Drake armed and dangerous and was investigating the case as an abduction. With the case receiving nationwide media attention, the FBI contacted the CHP and requested activation of the California AMBER Alert system. As a result of the alert, numerous reliable sightings were reported not long after the broadcast. On the morning of March 24th, based on a citizen's report of seeing the suspect's vehicle, Miss Ryan was located in Susanville, California, and the suspect was taken into



custody. Miss Ryan was safely returned to her family. More evidence of the effect the public and the CCSAN have on child abductions can be found in Annex D, which summarizes each of the AMBER Alerts issued thus far.

The success of the CCSAN has been heralded by the CHP, local law enforcement, and the professional associations that worked together to implement this program. Also key to this success was the participation of local media, both television and radio; although, some within the industry have tempered their support with concern about use of the EAS and its effect on programming.

Apparently, some broadcasters voiced concern about the CHP's possible unilateral imposition of an EAS broadcast, without input from broadcasters or local law enforcement as to its true necessity. The CHP and local law enforcement continue to work with broadcasters to alleviate these concerns and ensure their support and cooperation. What is stressed is that the CHP's involvement comes only at the request of local law enforcement, and that any alert requests must strictly meet all four criteria before an alert is issued (see Annex E).

Public Education and Awareness

The state's budget crisis frustrated attempts to implement new child safety programs, as recommended in the CAPE report to the Governor. In spite of these setbacks, CHP officers made contact with hundreds of classrooms and were present at many public events with CCSAN and child safety information.



Through these presentations, thousands were informed about enhancing the safety of children and how every citizen can play a role in preventing and solving child abductions through California's CCS AN program.

Conclusion

The coordination and cooperation among local, state, and federal law enforcement agencies, and the broadcast media, is the hallmark of the CCSAN. It is a true representation of addressing a public safety issue that begins as the most localized of ordeals, but which quickly combines the efforts of many to solve that that problem and address the issue at large.

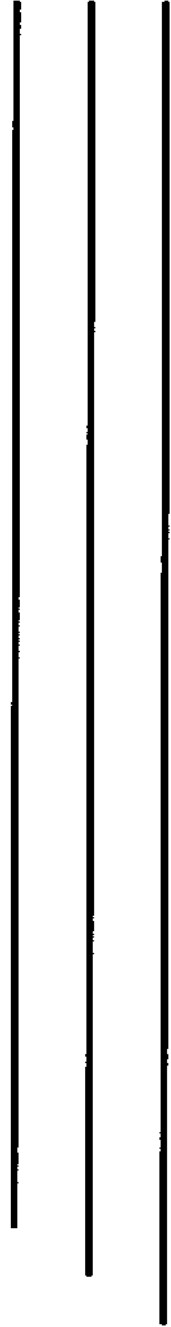


Edward Castillo, CCSAN's most recent successful recovery.

California's AMBER Alert program is a call to action against real-life monsters who would try to harm a child. Moments after they make that choice, the eyes of millions are looking for them. Jurisdictions blur, areas of responsibility congeal to focus only on them. Communities physically separated by hundreds of miles are now neighbors helping neighbors. One sighting — one phone call — even in a state as large as California, is all it takes. A child is saved, a monster put away; it is what our children deserve.



Agency Information



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Agency Information

1. The California Child Safety AMBER Network is coordinated by personnel in the CHP's Emergency Operations Section, a unit of the Department's Planning and Analysis Division.
2. CHP management and staff received no specialized training in problem-oriented policing prior to becoming involved with the CCSAN program. Personnel involved with CCSAN are primarily uniformed officers; however, nonuniformed researchers and analysts are available for consultation and assistance, as needed.
3. Other than the satisfaction of seeing abducted, frightened children reunited with loved ones, no special incentives were offered to officers involved with the CCSAN program.
4. Personnel used resources provided by the Texas AMBER Alert program and the Orange County Child Abduction Regional Emergency Program as guides in developing California's statewide response to this issue.
5. After the first alert, some technical glitches were discovered with some of the CMS equipment. Once identified, modifications were made to avoid any further delays or technical problems associated with CCSAN equipment.



6. CHP personnel were reassigned from routine road patrol functions to staff the CHP's ENTAC unit 24-hours-per-day, seven days a week. The Department's operations budget was not enhanced to accommodate increased personnel or equipment costs.

7. Project contact information:

J. A. Farrow, Deputy Commissioner
California Highway Patrol
P. O. Box 942898
Sacramento, CA 94298-0001
(916) 657-8048
FAX: (916)657-7324
Email: jfarrow@chp.ca.gov



References

- *Texas AMBER Alert Network*, Office of the Governor, September 2002.
- *C.A.R.E. Alert, Child Abduction Regional Emergency, A Law Enforcement and Media Partnership to Bring Abducted and Missing Children Home Safely*, Orange County Sheriff's Department, Michael S. Corona, Sheriff.

Annex A

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OFFICE OF THE GOVERNOR

PR02-401
FOR IMMEDIATE RELEASE
07/24/2002

GOVERNOR DAVIS ANNOUNCES STATEWIDE CHILD ABDUCTION ALERT SYSTEM 7/24/2002

SACRAMENTO

Governor Gray Davis today ordered state officials to launch an immediate and comprehensive statewide child abduction notification system.

"I am using every tool at my disposal to keep our children safe and assist law enforcement when a child abduction occurs," said Gov. Davis. "While the legislature is considering critical legislation to help this effort (legislation that I support) there is no time to waste. And when it comes to finding missing or abducted children, every minute counts. The system California is putting in place will save time, and hopefully the lives of children."

Attorney General Bill Lockyer said the Governor's action will assist the Department of Justice's ongoing effort to expand throughout the state the California Child Abduction Regional Emergency (CARE) Alert, which the Attorney General began in Orange County in 1999. "Allowing law enforcement to alert, via a cooperative media, the public will help us safely return abducted children to their families," Lockyer said.

Gov. Davis said the state already has in place many technologies and systems capable of providing child abduction notifications to the public. However, there is not a uniform statewide approach with an accompanying set of procedures for using existing technologies in a way that ensures maximum immediate information dissemination to law enforcement.

The Governor's new plan, called "The California Child Safety AMBER Network," will be a cooperative and comprehensive child abduction alert system. It will be complemented by a prevention campaign designed to reduce the risk of child abductions.

Office of Emergency Services Director Dallas Jones and California Highway Commissioner "Spike" Helmick, who announced the plan and whose agencies will coordinate the effort, said it would help minimize the delay in the reporting of missing children. This, they said, would enhance a community's ability for rapid response.

Those agencies were instructed by the Governor to activate a new alert system that will utilize several components:

- EMERGENCY ALERT SYSTEM (EAS) (This is the national civil emergency alert system designed to inform the public of immediate threats to national security, life, and property. Employing warning tones, EAS uses radio and broadcast systems to share information.
- EMERGENCY DIGITAL INFORMATION SYSTEMS (EDIS) (This system enhances the EAS with

expanded text, pictures, and sound files. Once received by the media, information may be printed, broadcast, read on-air, or captioned on television. This message system does not use audible tones.

- CHILD ABDUCTION AND REGIONAL EMERGENCY (CARE) ALERT SYSTEM (The CARE program is a set of guidelines that sets the stage for counties and local law enforcement to establish a child abduction alert framework within their geographic area. It is in work in at least seven counties, but will be rolled out rapidly across the state under the Governor's new order. An education and technical assistance program will be used to ensure that all counties understand the need to establish a CARE program.
- TECHNOLOGY TO RECOVER ABDUCTED KIDS (TRAK) (TRAK is an established image-based tool linking state, county, and local law enforcement agencies. As the alert notification is sent via EDIS, TRAK would also transmit any scanned photos or images, allowing CHP to instantly produce bulletins with color photos to be used for an all points bulletin. (This information can be sent to any fax machine anywhere in the state; 350 of the TRAK terminals are in place and operating in California at law enforcement offices and some media.)
- CHP's electronic changeable message signs, which are maintained by CALTRANS, will be deployed to provide information to motorists as they use the state's highways.

CHP public affairs officers also will include child abduction awareness programs in their community outreach programs. The Governor's Web site, as well as those of the CHP, OES, and other appropriate state agencies, will also include "Tips for Parents" on child abduction prevention, along with links to other organizations throughout the state.

###

GOVERNOR GRAY DAVIS · SACRAMENTO, CALIFORNIA 95814 · (916) 445-2841

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Annex B

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**Excerpts from Child Abduction Prevention and Education
Review Committee Report to the Governor**

RECOMMENDATIONS

NOTE: The CAPE committee recognizes that current economic conditions may not allow funding for some of the following recommendations. The committee, therefore, fully supports deferring the implementation or adoption of those recommendations to a later time when economic conditions improve.

- Recommend, for clarification purposes, a target audience be identified as:
 - Daycare/preschool
 - Kindergarten through Sixth grade
 - Junior High School
 - High School
 - Parents
 - All youth-serving organizations, i.e., Boys and Girls Clubs, YMCA Clubs, and Park & Recreation Programs

- Recommend a clearinghouse be identified for any school district, parent, private entity, etc., to contact to review and obtain existing abduction prevention education information (i.e., Office of the Attorney General or OCJP).
- Recommend Internet links to a clearinghouse and other identified resources be placed on the State of California's website.
- Recommend the Governor declare a Child Abduction Prevention Week - on or near May 25th (National Missing Children's Day).
- Recommend the CHP provide resource links on its website for child abduction prevention education programs.
- Recommend encouraging partnerships with parents, schools, community groups, law enforcement, and media to disseminate information.
- Recommend the identification of grant sources from other state or federal agencies, or private foundations.
- The education programs evaluated by CAPE and summarized in this report were determined to be comprehensive, relevant, and tested. These programs should be made available to the target audience (i.e., children, parents, guardians, etc.). The programs should be referenced in various websites, including but not limited to, the Office of the Governor, State of California, and the California Attorney General's Crime and Violence Prevention Center.
- Recommend the establishment of a toll-free telephone number connecting non-computer users to the clearinghouse.
- Recommend child abduction prevention curriculum and/or instructional materials referenced on state agency websites be made accessible to parents, teachers, school districts, etc., for use in abduction prevention programs. Information should be properly secured to prevent misuse.
 - Websites offering instructional materials should include a help line for those with questions.

- Recommend all materials referenced be made available in multiple languages.

- Recommend the State Superintendent of Public Instruction and the California Department of Education include child abduction prevention education in their comprehensive safety plan in compliance with Education Code Sections 35294.1 (a), 35294.1 (b)(1), and 35294.1(2).
 - Recommend a random compliance review of school districts. This may be accomplished through the periodic compliance review process.
 - Set reasonable goals and objectives in their action plans.
 - Follow educational code mandate for developing a "comprehensive safety plan."

- Recommend an education program for parents through the following strategies:
 - Public Awareness Campaign(s) (media/public service announcements).
 - Recommend instructional materials be made available to such organizations and facilities as:
 - ❖ Parent Teacher Associations
 - ❖ State buildings
 - ❖ Businesses
 - ❖ Libraries
 - ❖ Pamphlets at DMV (registration)
 - ❖ Back to School Nights - Law enforcement involvement, safety fairs, parenting classes, teen parenting classes

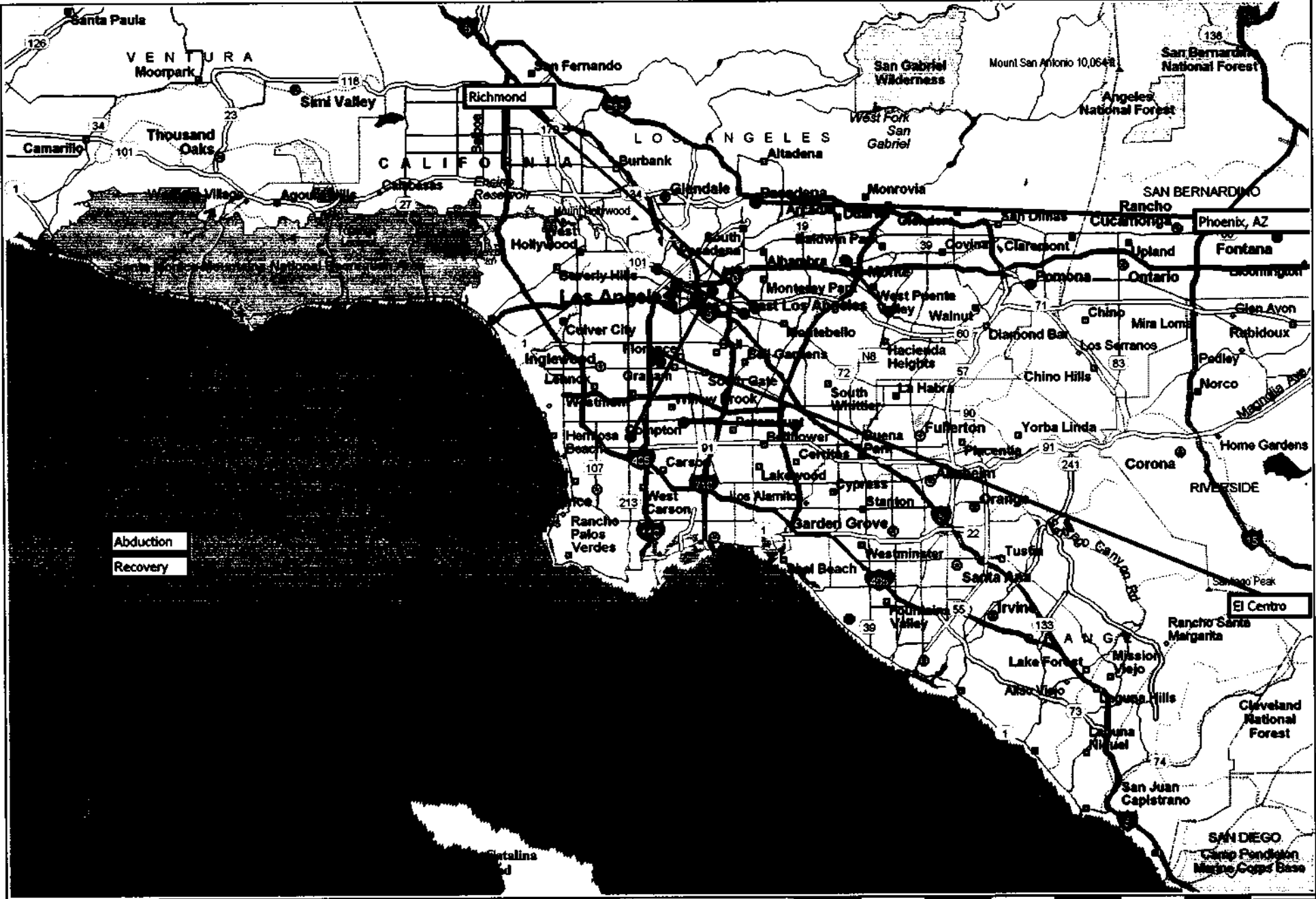
- Recommend child care facilities adopt a child abduction prevention education program (included in safety plan and facility licensing requirements).
- Recommend development of a high school program curriculum focusing on child abduction prevention.
- Recommend child abduction prevention education be included in legally mandated parenting classes.
- Recommend development of funding resources to assist in child abduction prevention and education programs.
- Seek permanent funding sources through the legislative process, Budget Change Proposal (BCP), to support child abduction prevention and education programs.

Annex C

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California, United States, North America



Annex D

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Amber Alert Cases

1. **August 1, 2002:** Jacqueline Marris and Tamera Brooks were abducted at gunpoint by an adult male at 1:00 a.m. in Los Angeles County. As a result of the Amber Alert, the victims and suspect were located in Kern County. The suspect died in a shoot-out with police; the victims were safely recovered.
2. **August 1, 2002:** Gillermo Giovanni Cardenas, a seven-month old infant, was left by his mother in his mother's vehicle. The vehicle was stolen by a 16 - 20 year old male with the baby still inside. The victim and suspect were located, and the victim was safely returned to his mother.
3. **August 3, 2002:** Jenny Saetern, a young female, was forced into a vehicle by a 30 to 40-year old male suspect. The suspect released the victim approximately 20 miles north of original location, and was safely recovered. The suspect is still outstanding.
4. **August 10, 2002:** Cindy Campos and Ashley Campos, were both abducted from their mother's house by a suspect who had previously kidnapped the mother and who had a history of lewd and lascivious acts involving children. The children were taken to Mexico and were safely recovered with the help of CHP Mexican Liaison officers.
5. **August 11, 2002:** Jessica Cortez, a four-year old female, was abducted by an unknown male from Echo Park in Los Angeles. The victim was brought to a clinic in East Los Angeles where she was recognized from the TRAK flyer. The victim was safely returned and the suspect arrested.
6. **August 14, 2002:** Deandra Esparza and Olivia Esparza, were left unattended in a vehicle that was stolen by a male suspect. The vehicle was located in a neighboring community and the children were safely recovered. After a short foot pursuit, the suspect was caught and arrested.
7. **August 20, 2002:** Nichole Timmons was abducted from her bedroom in Riverside, California, by a male suspect formerly employed as a baby sitter by the victim's family. The victim was found safe by the Walker River Tribal Police in Hawthorne County, Nevada. Information was provided by a private citizen, who learned of the abduction via California's Amber Alert.
8. **August 22, 2002:** Selena Patel, a six-year old girl, was forcibly abducted from her home at approximately 8:00 p.m. The suspect dropped the victim off at a family member's residence and was safely recovered. The suspect is still outstanding.
9. **August 28, 2002:** Nicholas Michael Farber was abducted at 2:08 a.m. in Riverside County, California, by two armed male suspects who forced their way into the victim's home. One suspect fought with the victim's father, while the other grabbed the victim. After issuing an Amber Alert, the victim was safely recovered in San Diego the following day. The suspects are now in custody.
10. **August 29, 2002:** Cierra Rose Walden, nine years old, was abducted from her foster home in Bakersfield, California, by her biological mother. The victim was found safe on August 31, 2002, in San Diego County. The mother was arrested by CHP officers.
11. **September 3, 2002:** Michael Vierra, Jr. and Timothy Vierra were abducted from their Modesto, California, home by their biological father. The suspect threatened to kill both victims with a gun. A private citizen, after hearing the EAS broadcast, spotted the

suspect vehicle and notified law enforcement. Responding officers safely recovered the victims and arrested the suspect.

12. **October 3, 2002:** Amadeo Felipe Medina, one year old, was abducted in Los Angeles County by his mother's boyfriend after assaulting the mother and threatening her with a gun. In addition to the child, the victim's aunt was also abducted. Both victims were safely recovered in El Centro in San Diego County and the suspect was taken into custody.
13. **October 27, 2002:** Rose Clarisse Wauczinski, four years old, was reported missing by her father in El Monte, California. After drinking and becoming intoxicated, the father agreed to let a family friend care for the victim. The next day, the child had not returned. The suspect's vehicle was located in City of Industry, California, and the victim and suspect were located in a nearby residence. The victim was safely returned and the suspect was arrested for child endangerment.
14. **November 12, 2002:** Ryan Michael Schmitt, seven years old, was reported missing by his grandmother. An acquaintance of the family had asked to take the victim to McDonald's. The grandmother agreed, but when the victim failed to return approximately four hours later, she notified authorities. The suspect called authorities after seeing his image broadcast on television in an Amber Alert. The victim was safely recovered and the suspect was arrested.
15. **December 2, 2002:** Isabella Gonzalez, two years old, was abducted by her father who had just shot and killed the victim's mother. A regional Amber Alert was issued, and while a statewide broadcast was being prepared, the victim was located at a relative's house. The suspect is still outstanding.
16. **December 28, 2002:** Hector Jesus Gonzales, five years old, was abducted from a residence in Pasadena, California. The abduction was witnessed by three-year old who provided authorities with a basic description of the vehicle used. Through investigative procedures, local police located the victim and suspect in Phoenix, Arizona. The victim was safely recovered and the suspect was placed in custody.
17. **January 26, 2003:** Dino Oscar Santos, 10 months old, was placed by his mother in her vehicle upon leaving a friend's house. She returned to the residence to retrieve more belongings and the still-running vehicle was stolen. Approximately ten hours later, the stolen vehicle was located by police with the victim still inside. The child was safely returned to his mother.
18. **January 29, 2003:** Crystal Quevedo, 15 years old, was reportedly abducted from her parent's residence by her ex-boyfriend. When the victim's family attempted to intervene, the suspect fired several shots from a handgun at the family members. The suspect, a known gang member and drug dealer, was known to have family and gang affiliations in Mexico. Two days later, local police made contact with the victim who stated she had left voluntarily with the suspect.
19. **January 30, 2003:** Randell Nelson, Jr., four years old, was abducted at gunpoint by his biological father and a one other suspect from the victim's mother. The suspect did not have custody of the child. On January 31st, a good Samaritan, who had seen the Amber Alert on local television, found the victim in a parking lot and notified authorities.
20. **February 27, 2003:** Michael Lewis Usher, five years old, was abducted by a suspect who had strangled the victim's one-year old brother and attempted to strangle the victim's

mother. The mother was able to flee with the victim's brother and call 911. The suspect and victim fled in a vehicle which was later involved in a traffic collision. The victim was found by police wandering alone in the vicinity of the crash. The suspect appeared at police headquarters asking "for the devil." Upon transporting the suspect to a medical facility, officers heard the Amber Alert and arrested the suspect.

21. **March 6, 2003:** Lindsay Ryan, 14 years old, was abducted in Michigan by a convicted murderer and kidnapper. Intelligence suggested the suspect and victim were on their way to the Sacramento area. After the Amber Alert was issued in the northern California region, several sightings were made. On March 24th, a citizen called authorities and reported seeing the suspect's vehicle. The suspect was arrested and the victim safely returned to her family.
22. **March 11, 2003:** Santiago Brown-Webster, five years old, and Ke'andre Brown-Webster, one year old, were abducted by their mother's boyfriend. The suspect made threats to shoot himself and not return the children. After the Amber Alert was issued, the children were dropped off at the suspect's sister's house and safely returned. The suspect is still outstanding.
23. **March 11, 2003:** Mariela Garcia, 12 years old, was abducted from her middle school by a suspect with a history of domestic violence and drug abuse. As a result of the Amber Alert, a tow truck driver recognized the suspect's vehicle and directed the CHP to the suspect. The suspect was arrested and the victim safely returned to her family.
24. **March 29, 2003:** Domonic Whipple, five years old, and Braddock Sandoval, 10 years old, were abducted from their home at gunpoint by their father. The suspect also fired a round from the weapon at the victims' mother. Due to the Amber Alert issued, the suspect turned himself in to police; the victims were safely recovered and returned to their mother.
25. **April 20, 2003:** Edward Castillo, 13 months old, was abducted in a van parked outside his father's house. The suspect, who knew the victim's parents, was believed to be under the influence of narcotics. After the Amber Alert was issued, CHP officers spotted the vehicle in a motel parking lot, arrested the suspect and an accomplice and safely recovered the infant.

Annex E

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DEPARTMENT OF CALIFORNIA HIGHWAY PATROL

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Sacramento, CA 94298-0001
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(800) 735-2929 (TT/TDD)
(800) 735-2922 (Voice)



File No.: 01.9954.10849.054

Mr. Stan Statham, **President/CEO**
California Broadcasters Association
915 L Street, Suite 1150
Sacramento, CA 95818

Dear Mr. Statham:

On July 30, 2002, Governor Davis announced the creation of the California Child Safety AMBER Network (CCSAN), also known as the "AMBER Alert" program, to address **the need** to coordinate a rapid, statewide response to child abductions. Under the Governor's direction, the California Highway Patrol (CHP) created and implemented the Emergency Notification and Tactical Alert Center (ENTAC). ENTAC was established to coordinate existing resources to **disseminate immediate and** necessary information statewide to the public to bring about the rapid recovery of abducted children. Critical to **the** success of this program is a responsive and proactive media.

Through the cooperative effort between the California Broadcasters Association, California Department of Justice, and the CHP, a training curriculum was **developed** to guide law enforcement and the broadcast media in the use of the AMBER Alert system. Additionally, a team of instructors from the California Broadcasters Association, the CHP, and the California Department of Justice traveled throughout the state, providing valuable instructions relative to how the AMBER Alert system works with respect to law enforcement and the broadcast media.

The California Broadcasters Association enthusiastically embraced the "AMBER Alert" concept by committing its **valuable time** and resources to **ensure** the program's success. Since CCSAN's inception, there have been 25 "AMBER Alert" activations. As a result of the partnership between local law enforcement, CHP, and broadcasters statewide, **31** children have been safely recovered and reunited with their families. **These** reunions represent a 100 percent success rate.

Through California Broadcasters Association's active commitment to the safety of our children, a critical need has been met. A real and lasting difference has been made in the lives of **31** children and their families. Each Association member should take great personal and organizational satisfaction for their **service**. Children are safer because of the participation of the California Broadcasters Association in the AMBER Alert program.

I have provided an attachment that briefly describes the eight incidents which have occurred during the first quarter of the year. In each of these incidents the CHP initiated an AMBER Alert at the request of the investigating law enforcement agency.

I appreciate the time and effort you have devoted to the success of CCSAN. We at the CHP look forward to a continued mutually productive relationship.

Sincerely,
s/
D. O. HELMICK
Commissioner

Attachment