National Center for Missing & Exploited Children

2005 AMBER ALERT STUDY

Analysis of AMBER Alert Cases in 2005

ACKNOWLEDGEMENTS

The Case Analysis and Support Division of the National Center for Missing & Exploited Children prepared the 2005 AMBER Alert Study at the request of and under the direction of Robert Hoever, Director of Special Operations, at the National Center for Missing & Exploited Children. Geraldine P. Kochan, Research Analyst, coordinated the project with the assistance of Nicole Hayes, Special Operations Coordinator and Rachel Mathieu, Staff Analyst, Special Operations.

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BACKGROUND

On the afternoon of January 13, 1996, Amber Hagerman, a 9-year-old girl who lived in Arlington, Texas, was last seen riding her bike in a parking lot. A witness saw a man with a black, flat-bed truck talk to the child and snatch her from her bicycle. Four days later, the child's body was found in a creek eight miles from her home. Her murder remains unsolved.

Dallas/Fort Worth area citizens were outraged and began calling radio stations not only to vent their anger and frustration but also to offer suggestions to prevent such crimes in the future. One citizen, Diana Simone, suggested a program be implemented that would allow the use of the Emergency Alert System to notify the public when a child has been abducted. If the community were aware then they too could assist in the search. Ms. Simone's only request was that this program be dedicated to the memory of Amber (See formal request letter in Appendix C). At this suggestion, broadcasters met with local law enforcement and created the AMBER Plan.

The AMBER Alert program (**A**merica's **M**issing: **B**roadcast **E**mergency **R**esponse) was a focus of the White House Conference on Missing, Exploited and Runaway Children held on October 2, 2002, and is now part of the PROTECT Act of 2003. The U.S. Department of Justice (DOJ) is now the national coordinating agency of the AMBER Alert program.

The AMBER Alert program is an early warning system utilizing the media, electronic highway signs and telecommunication tools to alert the public that a child has been abducted and is in grave danger. This program enables the public to participate in the recovery of a child. To date there are 116 AMBER Alert programs in the United States. These include 52 state plans (including Puerto Rico and the U.S. Virgin Islands), 27 regional plans and 37 local plans (include the District of Columbia). Many AMBER Alert programs have now developed understandings with neighboring programs that would allow for activations across jurisdictional boundaries.

To keep the AMBER Alert program uniform across the country, DOJ developed and issued recommended AMBER Alert activation guidelines for law enforcement to follow. The Department's Guidance on Criteria for Issuing AMBER Alerts is:

- Law enforcement must confirm that an abduction has taken place
- The child is at risk of serious injury or death
- There is sufficient descriptive information of child, captor, or captor's vehicle
- The child must be 17-years-old or younger
- Immediate entry of AMBER Alert data in the Federal Bureau of Investigation's National Crime Information Center (NCIC).

In partnership with DOJ's Office of Juvenile Justice Delinquency Prevention, NCMEC serves as a national clearinghouse and resource center. NCMEC collects and distributes data regarding missing and exploited children. It is in this capacity that NCMEC collects information on AMBER Alert cases.

DATA

This report is based on AMBER Alert cases in 2005 that were intaked by NCMEC. These cases include children who were abducted in both family abductions (FA) and non-family abductions (NFA) by either an acquaintance or a stranger. They also include endangered runaways (ERU) and children who were at risk as lost, injured or otherwise missing (LIM). In some incidences, case types are later changed if it is discovered the child was missing for a reason other than originally believed. This report uses the original case type data, as it was this case type for which the AMBER Alert was activated.

Data for the 2005 AMBER Alert Study is organized by individual AMBER Alert cases. One case can have multiple children. One case can also have multiple activations. If it is believed that the suspect may take the child(ren) out of the local or state jurisdiction, the AMBER Alert program that originally activated the Alert may request that one or more neighboring programs also activate AMBER Alerts. This is so that citizens in all areas that the suspect and child(ren) could possibly be can also help in the search.

The terms "Hoax" and "AMBER Unfounded" will be referenced throughout the report. A Hoax is defined as an AMBER Alert case in which the initial reporting party filed a false report of a child abduction. An AMBER Unfounded case is an AMBER Alert case in which subsequent investigation determined the AMBER Alert should not have been issued.

The goal of this report is to provide analysis to the DOJ AMBER Alert Working Group, AMBER Alert Coordinators, State Missing Children Clearinghouse representatives, and law enforcement officials on information that has been collected on AMBER Alerts activated in 2005. This report should demonstrate the need to include case follow-up information when reporting AMBER Alerts to NCMEC and to help assess the AMBER Alert program.

Data was captured and analyzed using a Microsoft® Access interface. Data was manipulated using several software programs including Microsoft® Access, Microsoft® Excel, a Texas Instruments Incorporated TI-36X Solar calculator, Environmental Systems Research Institute, Inc's (ESRI®) mapping software, Microsoft® MapPoint and Google Earth.

2005 AMBER ALERT STUDY

SUMMARY

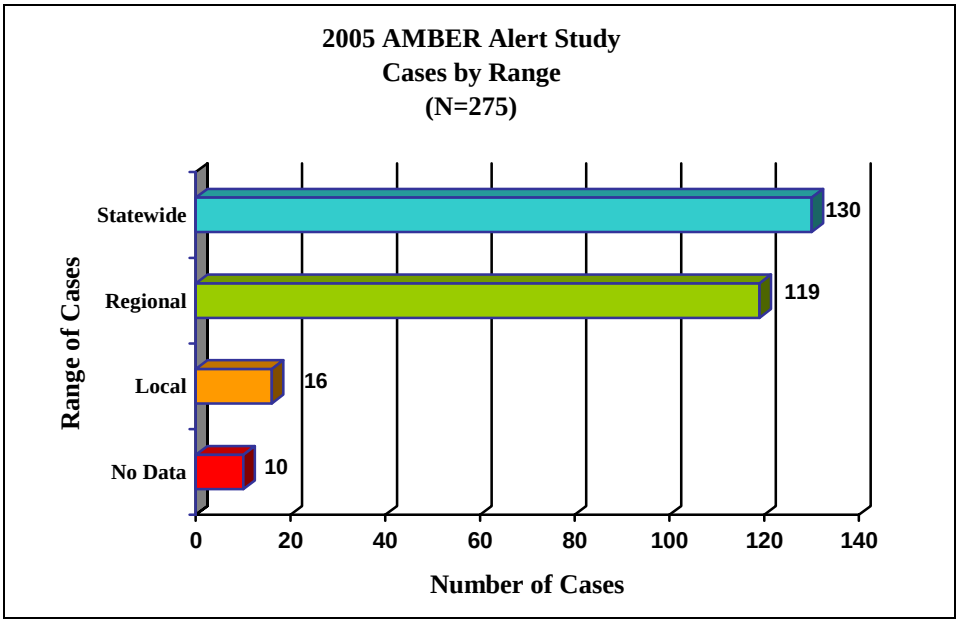
In 2005, there were a total of 338 children involved in 275 AMBER Alerts cases within the U.S. Girls represented 55% of the missing children. Thirteen (13) children were recovered deceased. As of April 24, 2006, when the data was gathered for this study, three children in two AMBER Alert cases remain missing.

In 2005, AMBER Alerts were activated for endangered runaways (ERU's) at 2% (N=6), for family abductions (FA's) at 46% (N=127), for lost, injured or otherwise missing children (LIM's) at 10% (N=27), and for non-family abductions (NFA's) at 37% (N=101). There is no information of the case type at intake of 14 (5%) cases. It was later determined that 24 cases were identified as Hoaxes, and 29 cases were identified as AMBER Unfounded, which represents 19% of all AMBER Alert cases in 2005.

Number per State and Range of AMBER Alert Cases

Between January 1, 2005, and December 31, 2005, a total of 275 AMBER Alert cases in 45 states and the District of Columbia were intaked by NCMEC. The range of case activations included 47% (N=130) state-wide activations, 43% (N=119) regional activations, and 6% (N=16) local activations. There is no data for the range of 3% (N=10) of activations. See figure 1 below.

Figure 1



Fifteen percent (15%, N=41) of the cases occurred in Michigan, 9% (N=26) of the cases occurred in Ohio and Texas each, 7% (N=21) of the cases occurred in California, 6% (N=16) occurred in Florida, 4% (N=12) occurred in Illinois, and 4% (N=10) occurred in Colorado. The number of cases occurring in the remaining 39 states varied between 1 and 8 cases with predominantly 2 or 1 cases per state. All cases except one initially occurred in the state where the child was reported missing. There was no information on 4% (N=11) of the cases. Table 1 lists the states in which AMBER Alert cases initially occurred along with the number of cases and percent of all cases.

Table 1
2005 AMBER Alert Study
Number and Percent of Cases per State
(N=275)

State	Number of Cases	Percent
MI	41	15%
OH, TX	26 each	9% each
CA	21	8%
FL	16	6%
IL	12	4%
CO	10	4%
PA, GA	8 each	3% each
AZ	7	3%
MO, UT	6 each	2% each
IA, IN, NC, NY, OK, SC, TN, MD	5 each	2% each
NM, WA	4 each	1% each
AL, KY	3 each	1% each
AR, ID, LA, MA, MN, MS, NV, OR, RI, WI WV, VA	2 each	<1% each
CT, DC, DE, HI, KS, ND, NE, NH, NJ, WY	1 each	<1% each
TOTAL: 46	**TOTAL: 275**	

In some instances, agencies requested other AMBER Alert programs' assistance and activations were extended beyond the limits of the Local, Regional or State AMBER Alert program. Twenty-one (21) cases were subsequently extended. Eighteen (18) state Alerts were each extended to one other state, and three state Alerts were extended to two states each. See Table 2 below.

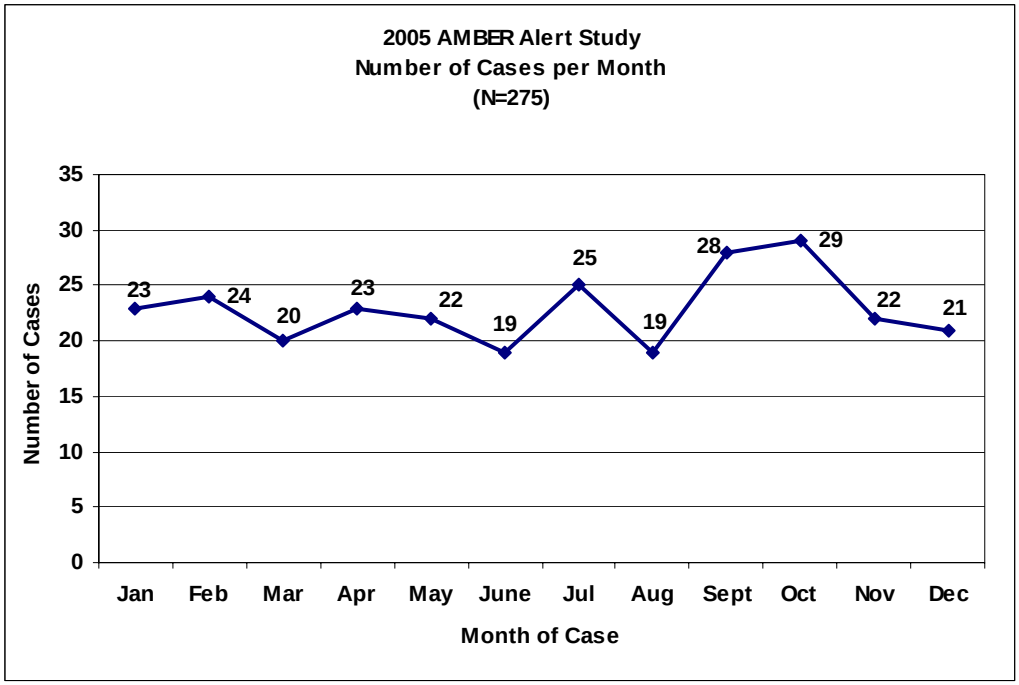
Table 2
2005 AMBER Alert Study
Original Activation Extended Beyond Limits
Originating State and Requested State
(N=21)

Originating State	Requested State
AL	GA
AZ	NV
CA	NV
CA	NV
FL	TN
GA	NC, SC
IA	MO
ID	WA
KY	TN
KY	TN
MA	MD
NC	TN
NC	GA
NE	KS, MO
NM	TX
NV	CA
OH	PA
OR	CA, WA
OR	WA
UT	WY
VA	MD
TOTAL: 21	**24**

Number of AMBER Alert Cases by Month

The number of cases each month ranged from a high of 29 cases in October 2005 to a low of 19 cases in August 2005. The second highest month for AMBER Alert cases was September 2005 with 28 cases. See Figure 2.

Figure 2



The Figure and Table below show the month of AMBER Alert cases by case type. ERU's were most common in June at three cases. FA's were highest during the months of September and October 2005 at 17 cases each. LIM's were highest in the month of May 2005 at five cases. NFA's were highest in January and March 2005 at 12 cases for each month. There were a total of 14 cases for which there is no case type information. See Figure 3 and Table 3.

Figure 3

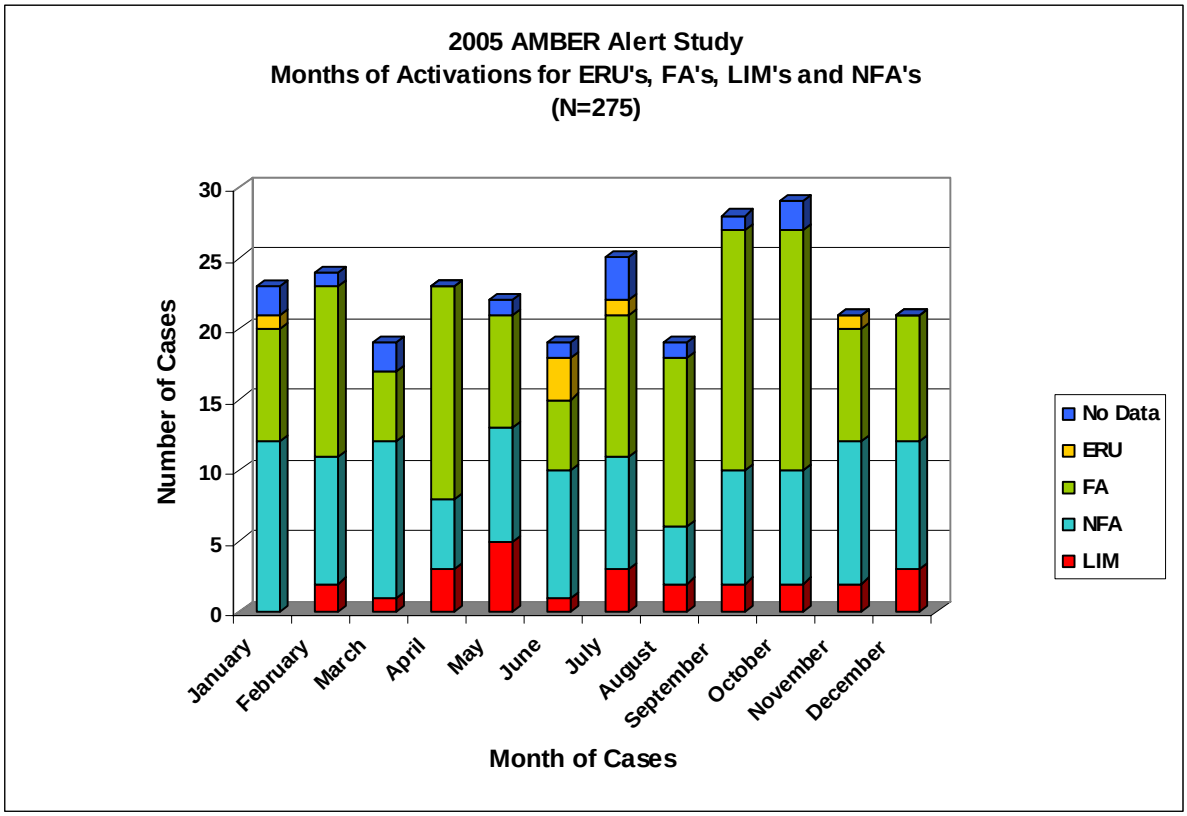


Table 3
2005 AMBER Alert Study
Months of Activations by Case Type
(N=275)

	LIM	NFA	FA	ERU	No Data
January	0	12	8	1	2
February	2	9	12	0	1
March	1	11	5	0	2
April	3	5	15	0	0
May	5	8	8	0	1
June	1	9	5	3	1
July	3	8	10	1	3
August	2	4	12	0	1
September	2	8	17	0	1
October	2	8	17	0	2
November	2	10	8	1	0
December	3	9	9	0	0
TOTAL	**27**	**101**	**127**	**6**	**14**

Secondary Distribution of AMBER Alerts

On March 1, 2005, the AMBER Alert Secondary Distribution system was implemented to create additional methods of distribution and support the goal of the AMBER Alert program by notifying the public of child abductions immediately. When an AMBER Alert is activated, the activating agency can notify NCMEC who will distribute the AMBER Alert information to authorized wireless carriers, internet service providers, content providers and major retailers that can geographically target the message to subscribers.

During 2005, the AMBER Alert Secondary Distribution system was utilized in 135 of the cases. Of the remaining 140 cases that did not receive Secondary Distribution, 47 were prior to Secondary Distribution implementation; the AMBER Alert Coordinator denied permission for dissemination in 35 cases; in 32 cases the Alert was cancelled before secondary distribution was activated; in 14 cases the intake occurred after the child was recovered; and in 12 cases it is unknown why there was no secondary distribution. Figure 4 compares the number of cases secondarily distributed to the number of cases not secondarily distributed. Figure 5 shows why the 140 Alerts were not secondarily distributed.

Figure 4

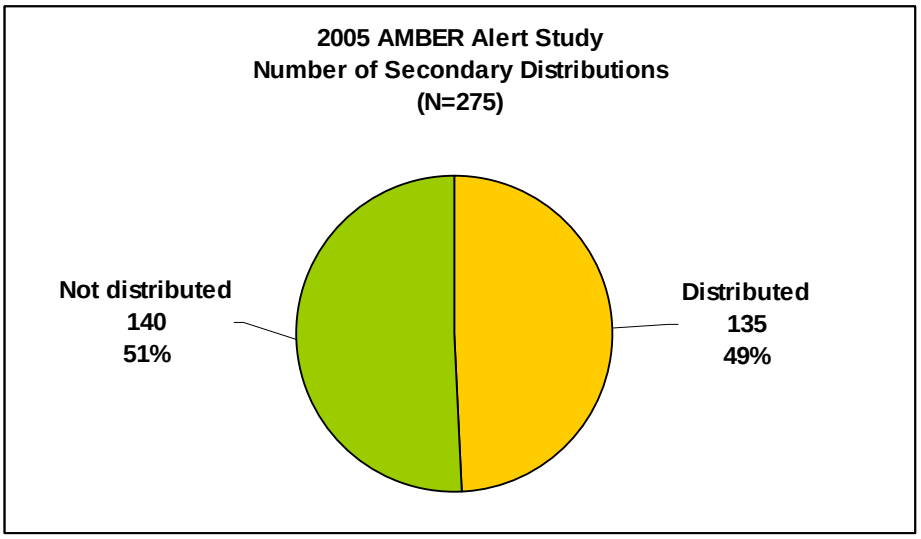
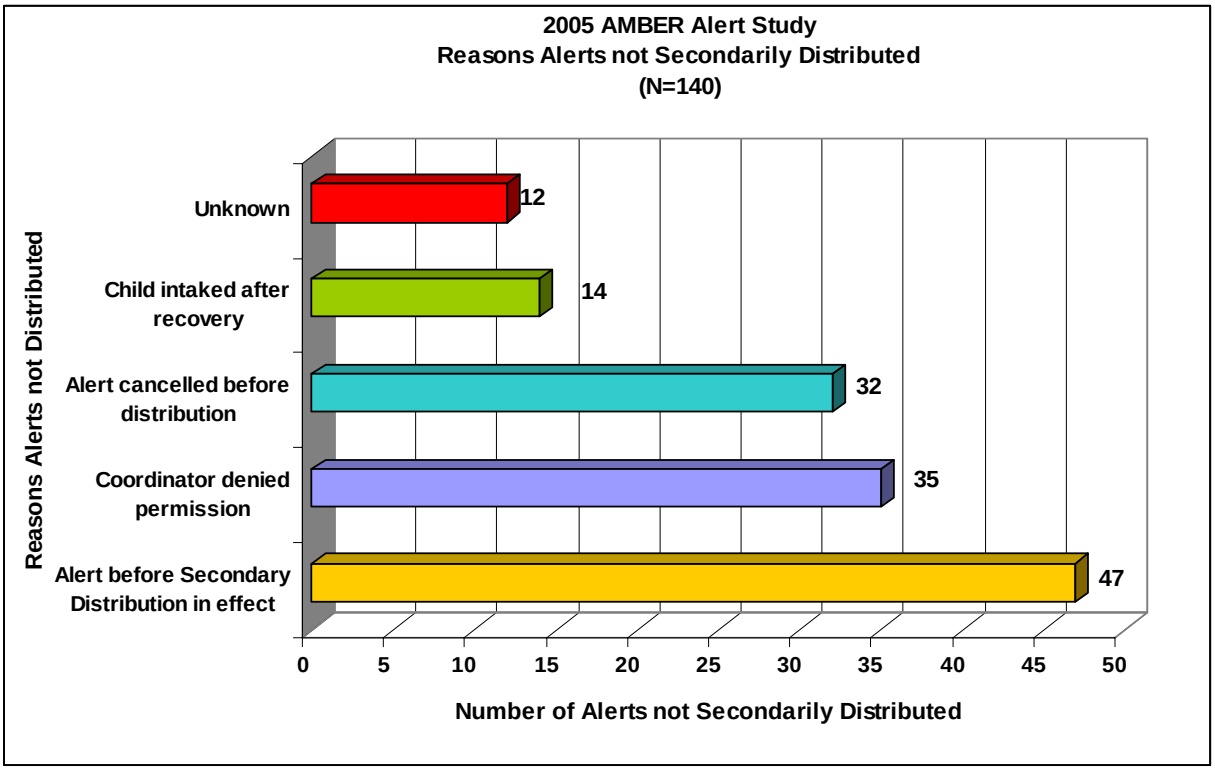
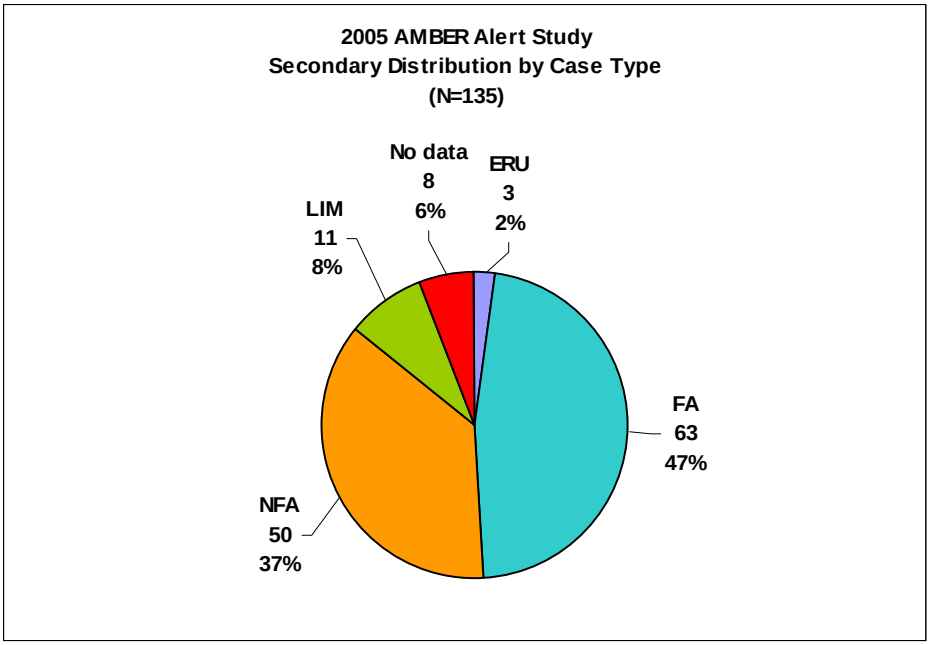


Figure 5



Secondary distribution was activated for 3 ERU's, 63 FA's, 11 LIM's, and 50 NFA's. Secondary distribution was also activated for eight AMBER Alert cases where the intake case type is unknown. Subsequently, a total of 13 cases were identified as Hoaxes. These included one ERU, three FA's, two LIM's, four NFA's, and three cases with no information. A total of 13 cases were identified as AMBER Unfounded. These included four LIM's, five NFA's and four cases with no information. One LIM was later identified as an ERU and two NFA's were determined to be FA's. See Figure 5.

Figure 5



Missing Children's Case Types

Hoax and Unfounded Activations

Of the 275 AMBER Alert cases, there was information on intaked case types for 261 cases. During 2005, FA's were the dominant case type for which AMBER Alerts were activated. FA's represented 46% of (N=127) all AMBER Alert cases. Activations for NFA's represented 37% (N=101). LIM cases accounted for 10% (N=27), and ERU cases were represented at 2% (N=6). There is no information of the case type at intake of 14 (5%) AMBER Alert cases.

Of the six ERU AMBER Alert cases, two turned out to be Hoaxes, six of the FA's turned out to be Hoaxes, three of the LIM's were Hoaxes, and eight reports of NFA's were Hoaxes. Two (2) FA's were later identified as AMBER Unfounded, as were 10 LIM's and 9 NFA's. All except one AMBER Alert case lacking case type information were either Hoaxes (N=5) or AMBER Unfounded (N=8). Figures 6 and 7 show the case types at time of intake and those which were subsequently determined to be AMBER Hoax and AMBER Unfounded.

Figure 6

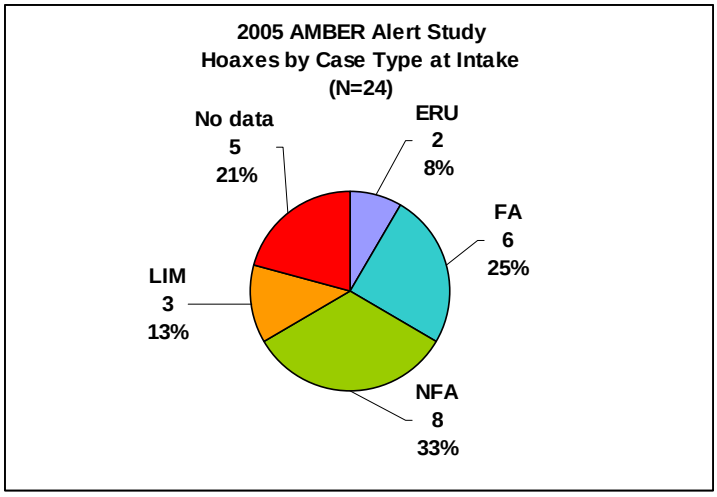
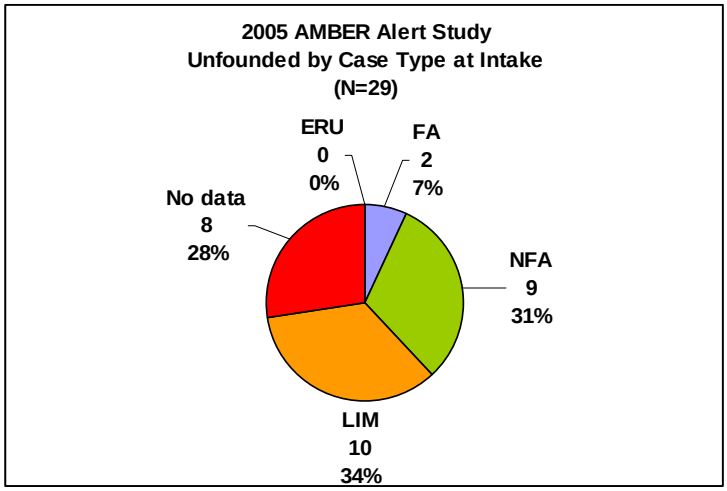


Figure 7



Successful AMBER Alert Recoveries

A successful AMBER Alert recovery is one in which the child(ren) is safely recovered as a direct result of the AMBER Alert. Of the 275 AMBER Alert cases in 2005, 60 children were successfully recovered because of AMBER Alerts. Table 4 below summarizes the cases by case type at intake as well as the counts for each. The number of NCMEC recoveries is listed and along side are the numbers of successful AMBER Alert recoveries. Cases that remain in active status are shown by case type, and those cases that were later identified as Hoax or AMBER Unfounded are listed. The case types with an unknown outcome are also listed.

Table 4
2005 AMBER Alert Study
Activations and Case Types
Final Activation Status
(N=275)

Case Type at Activation	Number of Cases	Number of Resolved Cases *	Active	Hoax	AMBER Unfounded	Successful AMBER Alert Recoveries by Case	Successful AMBER Alert Recoveries by Child
ERU	6	4	-	2	-	1 (25%)	1
FA	127	119	-	6	2	28 (24%)	38
LIM	27	12	2	3	10	-	-
NFA	101	84	-	8	9	20 (24%)	21
No Information	14	1	-	5	8	-	-
Total	**275**	**220**	**2**	**24**	**29**	**49 (18%)**	**60**

*Number of resolved cases does not include Hoaxes or AMBER Unfounded

Abductor/Companion Relationship to Child

There were 338 children involved in 275 AMBER Alert cases. In 192 cases, it was possible to capture the relationship of the abductor/companion to the child when the child was reported missing.

Of the six ERU cases, two were later found to be Hoaxes. Four cases noted relationships to the child. These included: friend/classmate (2); boyfriend (1); and relative (1).

There were 127 cases that were originally reported as FA's. One hundred twenty-one (121) cases had relationships of the abductor to the child. These included the following: aunt (3); cousin (2); father, father with a friend, with other relation or with unknown (59); father and mother (8); grandparent(s) (2); mother, mother and boyfriend, mother and parent, mother with unknown (37); sister and sister and companion (3); stepfather (4); uncle (2) and other relative (1). Six (6) cases were later found to be Hoaxes and two were Unfounded. One child taken by her mother was recovered deceased, and one child taken by his stepfather was recovered deceased.

Twenty-seven (27) AMBER Alert cases were originally reported as LIM's. There was no relationship noted in these cases at the time the child was reported missing. Three (3) cases were later identified as Hoaxes, and 10 cases were AMBER Unfounded. The relationship was subsequently determined to be: boyfriend (1); cousin (1); friend of family (1); mother and mother's boyfriend (1); stepfather (1); and person with no relationship (1). Six children in the LIM category were recovered deceased. In two AMBER Unfounded cases, two children in separate cases drowned accidentally. In one Hoax, the child's body was recovered after the father led law enforcement officials to the burial location. In one LIM, a child was

murdered along with his mother by the mother's ex-boyfriend. There is no information as to how the other two children died who were also classified LIM.

One hundred one (101) AMBER Alert cases were originally reported as NFA's. Sixty-seven (67) identified abductors were noted as follows: baby sitter or baby sitter and companion (9); boyfriend, boyfriend and companion or ex-boyfriend (9); friend/classmate alone or with another companion (2); friend of the family (7); mother's boyfriend, mother's boyfriend and mother, or mother with unrelated person (18); neighbor (1); no relation alone or with another (20); and unknown and parent (1). Seven cases were subsequently determined to be Hoaxes and nine were determined to be AMBER Unfounded. Four girls and one boy died in separate cases. Two children were abducted and killed by family friends; a mother's boyfriend killed one child; and two children were killed by someone who had no relationship to the child.

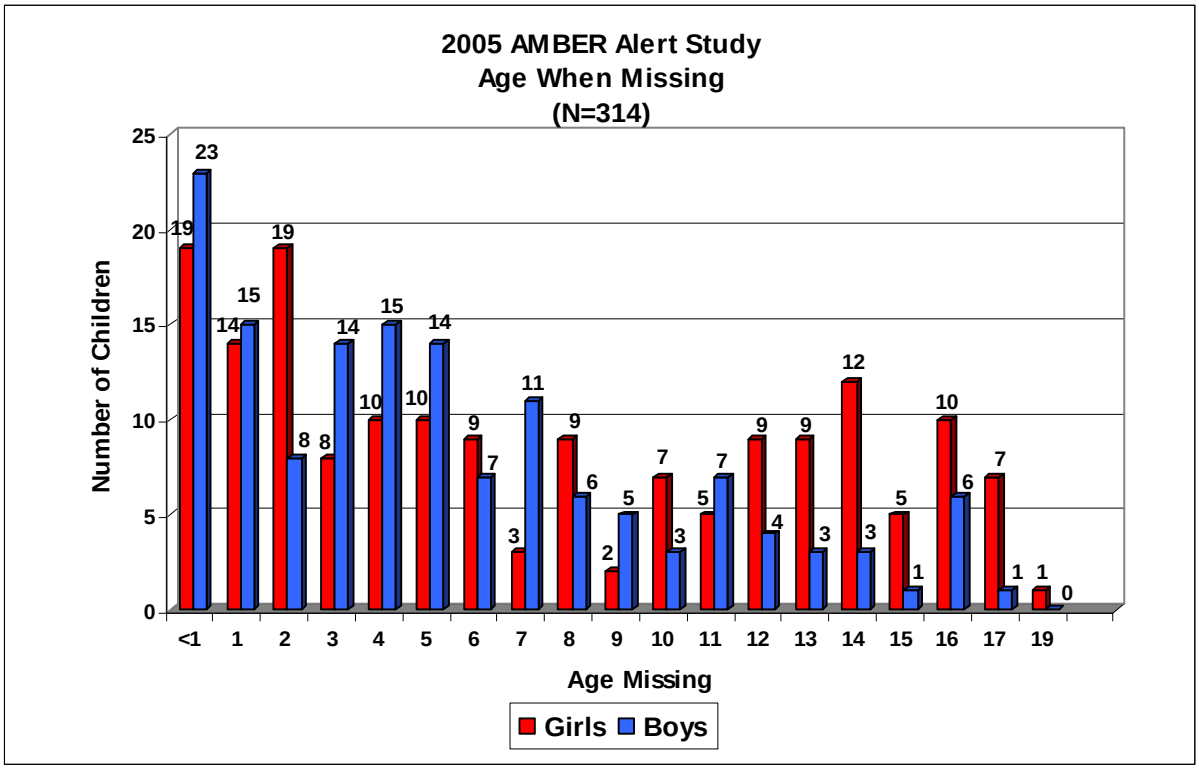
Number and Characteristics of Children Reported Missing

The 275 AMBER Alert cases in 2005 involved 338 children. Girls made up 55% (N=185) and boys represented 45% (N=153). There was age information on 314 of the 338 children and all ages from less than one year to 19 years of age were represented. As a group, children 5 years of age and younger represented 54% (N=169) of the children involved in AMBER Alert cases.

Except for ages 2 and 6, AMBER Alerts were issued at higher rates for boys up to 8 years of age. This group represents 78% of all boys (N=113). For boys between the ages of 9 and 17, the rate for which AMBER Alerts were issued only varied between 1 and 7 whereas for boys under the age of 9, the counts varied between 7 and 23. This second group represents 22% (N=33) of the boys.

AMBER Alerts were issued at the highest rate for girls up 2 years of age, varying between 14 and 19 girls per age. This group represents 30% of all girls (N=52). After 2 years of age, the number of girls involved in AMBER Alert cases drops each year with the fewest number at age 9 (N=2) excluding the 19-year old. This represents 30% (N=51) of girls involved in AMBER Alert cases. The number of girls involved in AMBER Alert cases begins to rise again at age 10 and ends at 19 years of age, representing 39% (N=65). See Figure 8.

Figure 8



Because an AMBER Alert case has been labeled a Hoax does not mean that the child's life was not endangered. In one case a father (parents) called in to report his child missing but later led law-enforcement officials to the child's body. The parents were implicated in the death of the child. In three other cases, the children were not abducted but were found deceased after having all accidentally drowned. Below is a table that gives ages, sex and counts of the children in the Hoax and the AMBER Unfounded categories. There were 51 children for whom there was information on all three fields. There was no information on age for nine children whose activations were either Hoax or AMBER Unfounded. See Table 5 below.

Table 5
2005 AMBER Alert Study
Age and Sex of Children Reported Missing
Hoax and AMBER Unfounded Cases
(N=51)

Age	Hoax		Unfounded	
	Girls	Boys	Girls	Boys
<1	-	2	2	1
1	-	3	0	-
2	1	-	1	-
3	-	2	1	2
4	-	-	1	-
5	-	1	1	2
6	1	1	1	1
7	-	3	-	1
8	1	1	1	1
9	-	-	-	1
10	-	-	-	-
11	-	-	-	1
12	-	-	2	1
13	-	-	-	-
14	2	-	1	1
15	1	1	-	-
16	3	-	1	2
17	-	-	2	-
18	-	-	-	-
Total	**9**	**14**	**14**	**14**

There was information concerning race for 328 of the children. White children represented 50% (N=164) of all children who were part of the 2005 AMBER Alert Study. Black children were represented at 25% (N=81), and White/Hispanic children represented 20% (N=66). Biracial children represented 3% (N=10). American Indian children represented 2% (N=5), and Asian children were represented at less than 1% (N=2). Non white and white children each represented 50% (N=164) of children for whom AMBER Alerts were activated in 2005. See Figures 9 and 10 below.

Figure 9

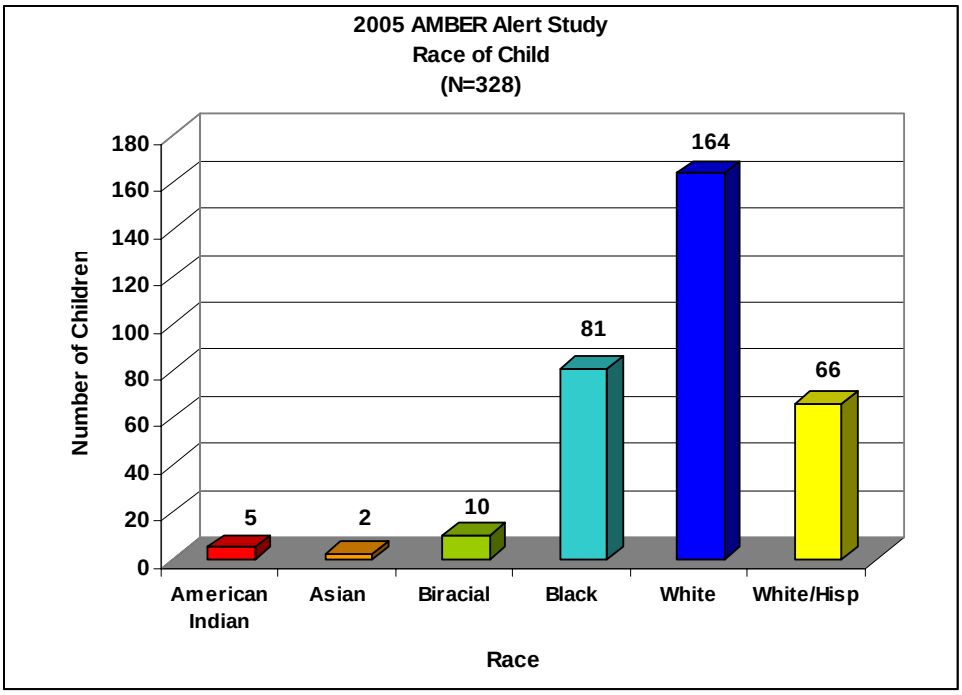
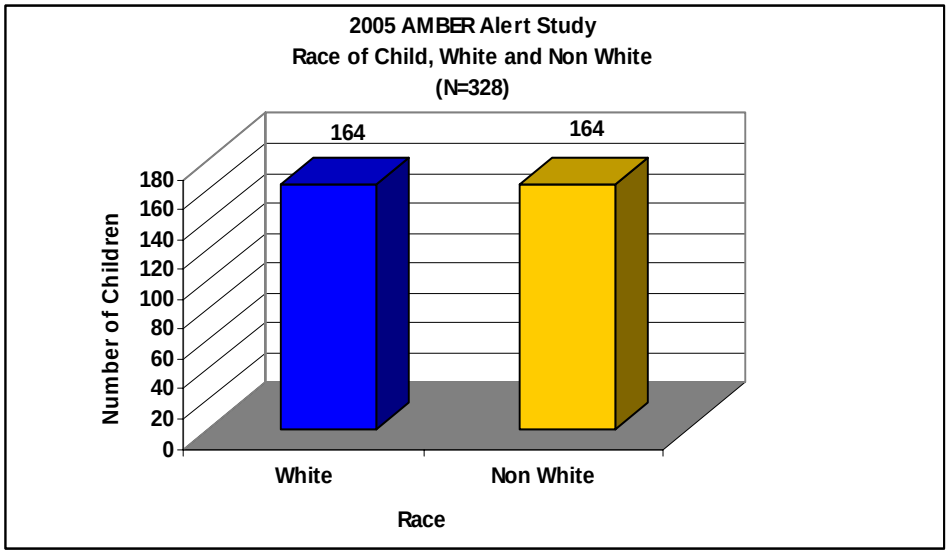


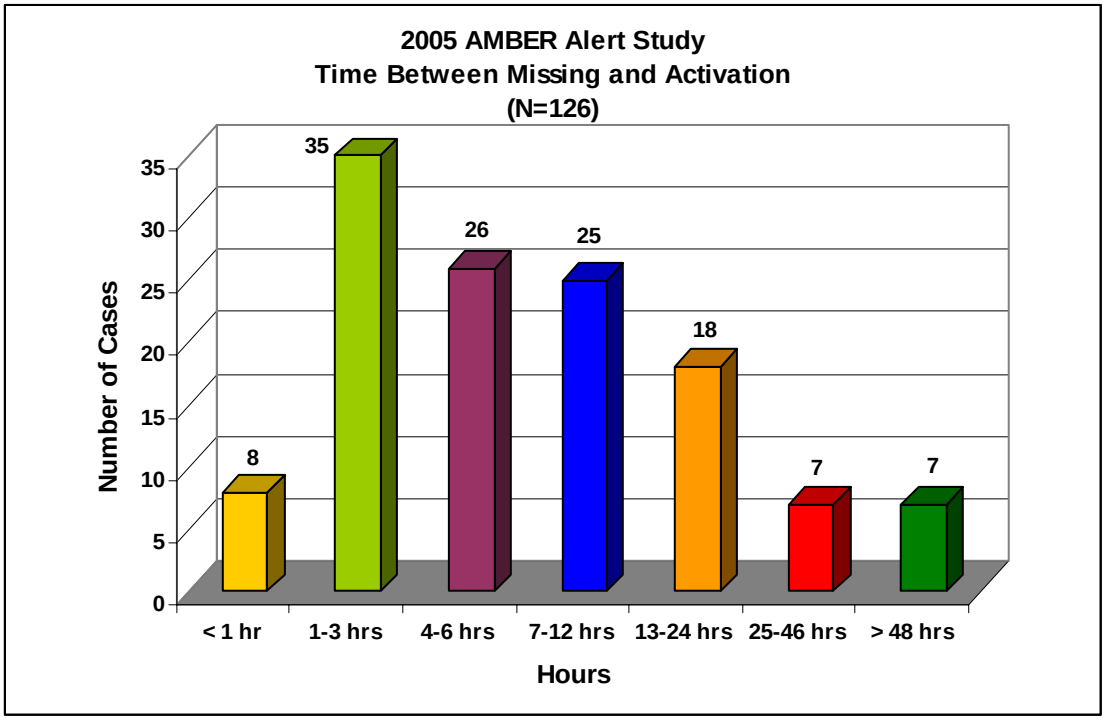
Figure 10



Missing to Activation

Of the 275 AMBER Alert cases in 2005, there was both date and time information for 126 cases for the time between when the child was reported missing and when the AMBER Alert was activated. The following figure shows the number of cases for each time frame between when the child was reported missing and when the Alert was activated. In 34% (N=43) of the AMBER Alert cases, the initial Alert was activated within the first three hours from the time the child was reported missing. See Figure 11 below.

Figure 11



Two hundred seventy-four (274) AMBER Alert cases had dates for both missing and initial activation. 60% (N=164) of these initial AMBER Alerts were activated the same date the child went missing, and 30% (N=83) were activated the next date. The remaining 10% (N=27) were activated at later times. See Table 6 below, which shows both the number and percents for the days along with the cumulative counts and percentages.

Table 6
2005 AMBER Alert Study
. Days between Missing and Recovery
(N=274)

Day	Number of AMBER Alert Cases	Cumulative Count and Percentage
Same Day	164 (60%)	164 (60%)
Next Day	83 (30%)	247 (90%)
2	15 (5%)	262 (95%)
3	3 (1%)	265 (96%)
4	4 (1%)	269 (98%)
5	1 (<1%)	270 (98%)
6	1 (<1%)	271 (98%)
7	1 (<1%)	272 (99%)
10	1 (<1%)	273 (99%)
11	1 (<1%)	274 (100%)
Total	**274**	

Missing to Recovery/ Activation to Recovery

Recovery information is available for 258 AMBER Alert cases. In two cases there were each two children and the children were recovered on different days. Because there is one missing date, only 258 calculations were used for the time between when the child(ren) was reported missing and when the child(ren) was recovered. 259 calculations were used for the time between when the initial AMBER Alert was activated and when the child(ren) was recovered. See Figures 12 and 13 below.

Figure 12

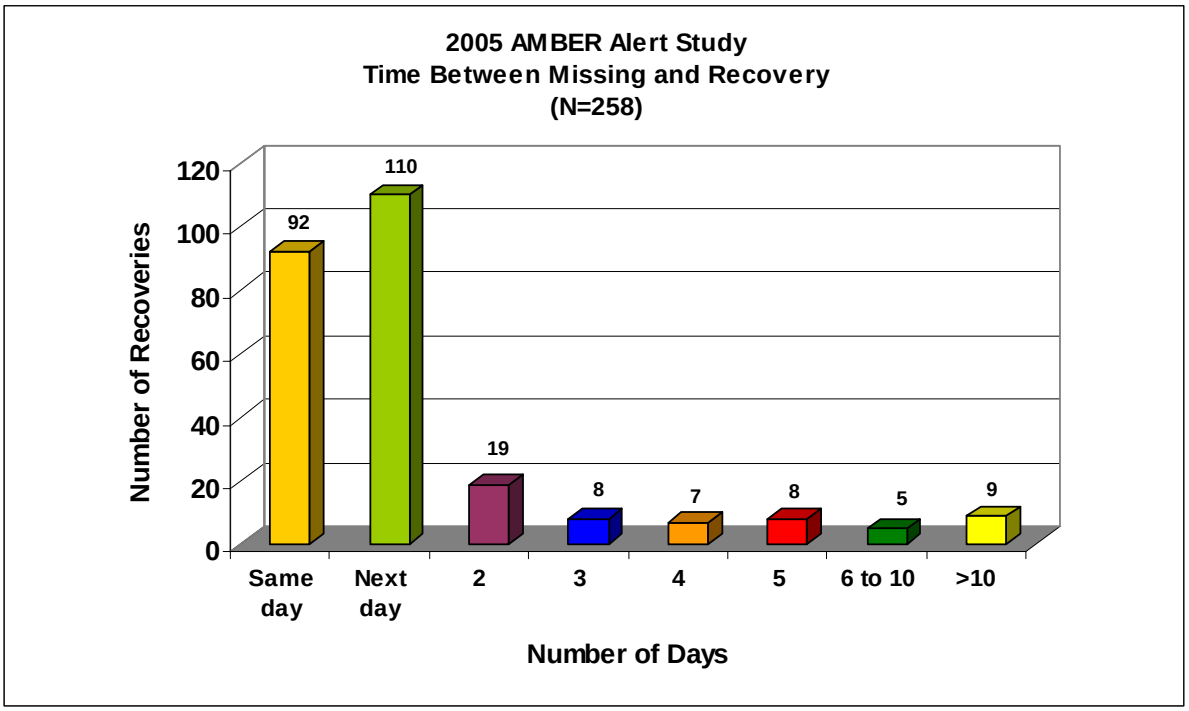
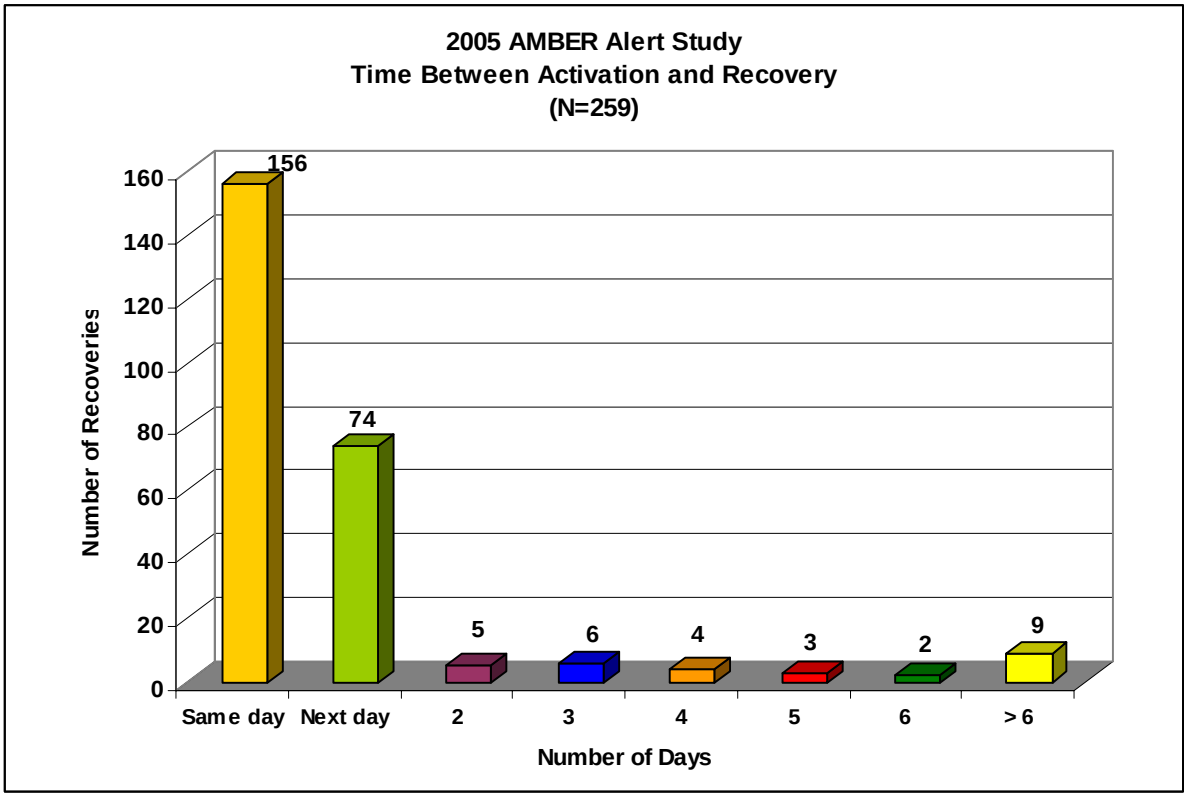


Figure 13

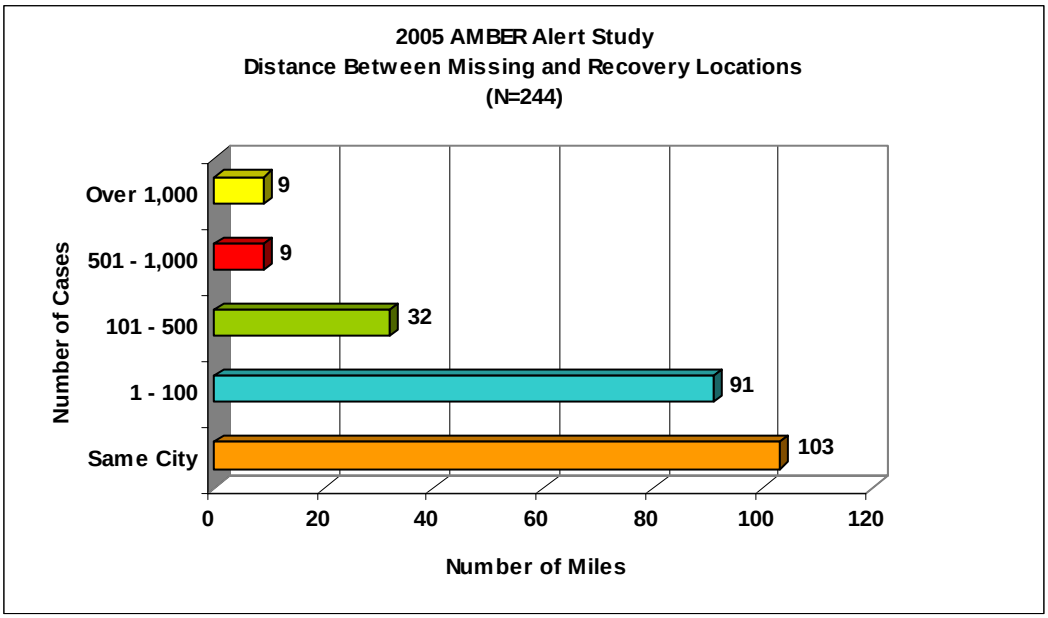


Recovery Distances/Travel Distances

Travel distances are only a grand estimation of distances traveled in an AMBER Alert case because this information cannot be calculated. Only city and state in which the child(ren) was reported missing and was recovered is documented. Also, there is no way to identify the route traveled in each case. However, to get an idea of distances for this study, travel distance between towns, cities and states were calculated. Since most calculations were run for the shortest distance from one place to another, it is likely that the distances traveled are actually higher than presented below. In addition, without an address, the distance within a city or town could not be calculated. For this reason if a child was reported missing in the same town that the child was recovered, this distance was calculated as zero.

In 211 AMBER Alert cases the children were recovered in the same state they were missing from, and in 46 cases the children were recovered outside of the state from which they were missing.[1] Travel distances varied from 0 (missing from and recovered in same city) to 4,439 miles. There was no information or information could not be calculated for 31 cases. Four children were recovered in Mexico. See Figure 14 below.

Figure 14



In two of the six ERU cases, the children in five cases stayed in the same state and three of these stayed in the same city. The child in one case traveled outside the state. The distance traveled ranged between 0 and 670 miles away. Two cases were subsequently identified as Hoaxes.

[1] One case involved two children. The girl was recovered in the same state she went missing, and the boy was recovered deceased in another state.

One hundred twenty-seven (127) AMBER Alert cases were initially activated for FA's. Children in 101 of these cases were recovered in the same state and, of these, 39 were recovered in the same city. Children in 22 cases were recovered in different states. In two cases the children were recovered in Mexico, and, in one case, the child was recovered in the Republic of Lebanon. The recovery location of one child is unknown. Distances varied from being recovered in the same city to 4,439 miles away. Six cases were later identified as Hoaxes, and two were identified as AMBER Unfounded. There is no information on both missing and recovered locations for eight FA cases.

Of the 27 AMBER Alert LIM cases, two remain in active status. Distances traveled for these children ranged between being recovered in the same city up to 631 miles away. One child was recovered in another state. Three (3) cases were later identified as Hoaxes, and 10 cases have been identified as AMBER Unfounded. There is no information on both missing and recovered locations for four cases.

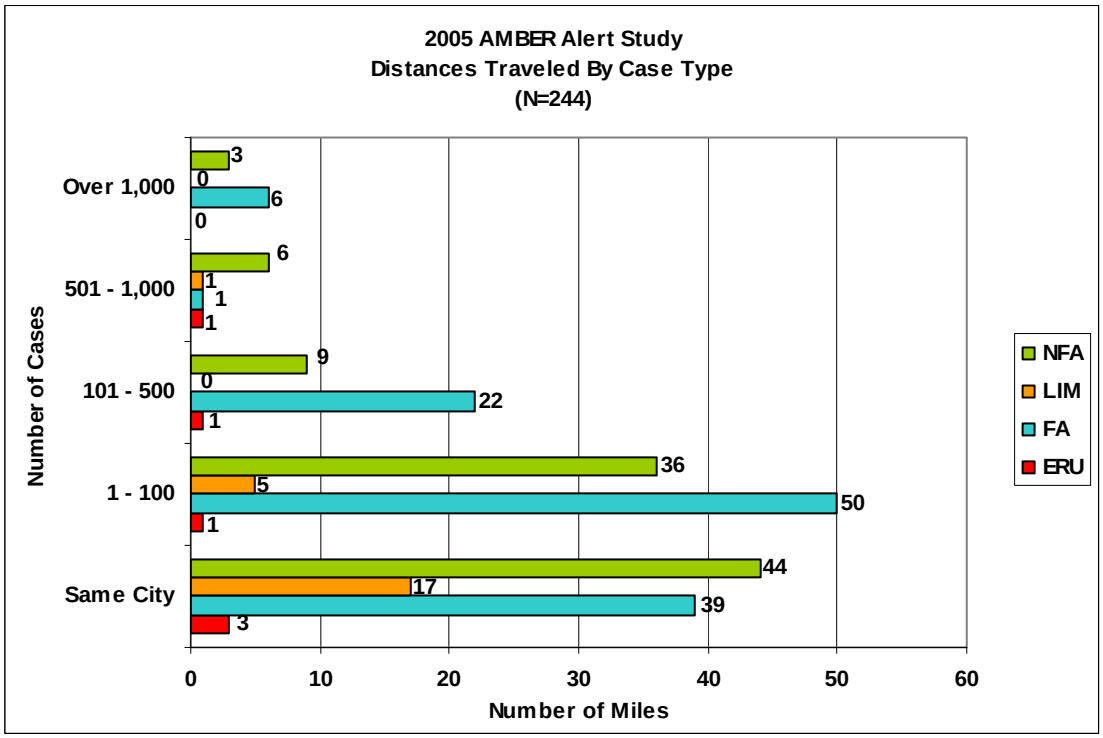
Distances could not be calculated for two cases where NFA children were recovered. There were 101 NFA AMBER Alert cases and children in 81 cases were recovered in the same state.[2] In 44 of these cases, children were recovered in the same city. Seventeen (17)[3] children were recovered in another state. Distances that these children traveled varied between being recovered in the same city up to 2,803 miles away. The recovery locations for two children are both in Mexico. Eight cases were later determined to be Hoaxes and nine were determined to be AMBER Unfounded.

There were 14 AMBER Alert cases for which there is no case type at intake. Here, five were later identified as Hoaxes and eight were identified as AMBER Unfounded. No distances are available for these 14 cases. These cases may have been intaked after the AMBER Alert was cancelled. See Figure 15 below for distances traveled between missing location and recovery location for 2005 AMBER Alert cases.

[2] For one child missing and recovered, there is no missing city so the distance could not be calculated.

[3] In a case with two children, one child was recovered in the same city she was reported missing and her brother was recovered deceased in another state. Child was counted as being recovered in a missing state; without the count of this child, the number of children recovered in another state would be 16 children.

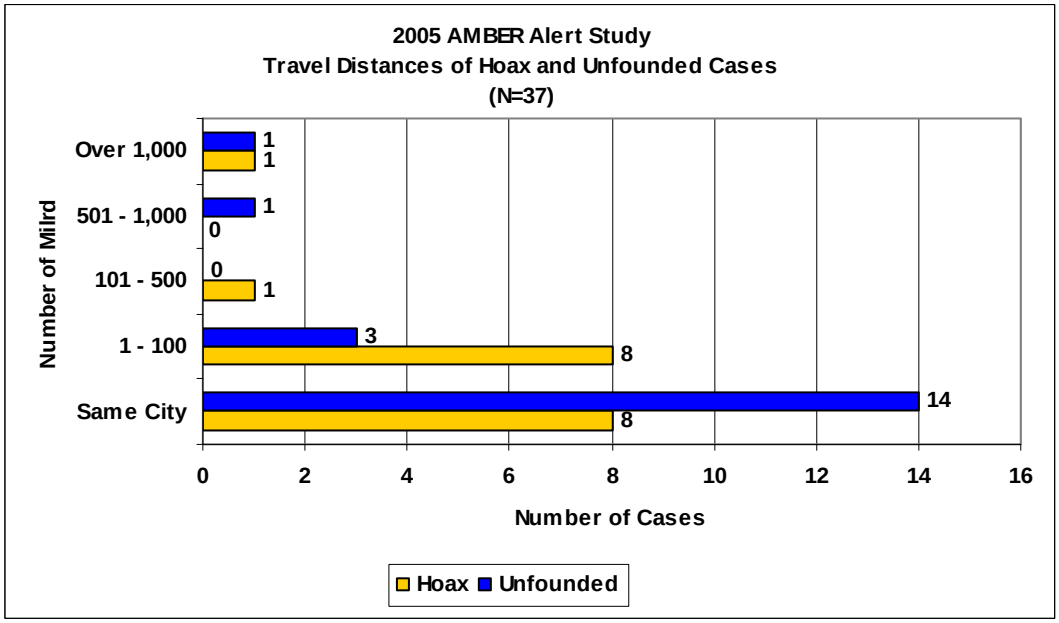
Figure 15



Of the 275 AMBER Alert cases in 2005, 24 were subsequently identified as Hoaxes, 6 of which there is no travel distance for. In 8 Hoaxes children were recovered in the same city, and a total of 15 children were recovered in the same state. Overall, the range of miles traveled varied between 0 and 1,358 miles.

Of the 275 AMBER Alert cases in 2005, 29 cases were subsequently identified as AMBER Unfounded. There were no travel distances available for 10 of these cases, and the travel distances for the remaining 19 cases ranged from 0 to 1,186 miles. In 18 AMBER Unfounded cases the children were recovered in the same state as they were reported missing. See Figure 16 below for a comparison of distances traveled between Hoax and AMBER Unfounded cases.

Figure 16



Team Adam Consultant Deployment

The Team Adam program was launched on January 29, 2003, to deploy NCMEC consultants on a rapid, on-site response and support system to assist in investigative and technical aspects to local law-enforcement officers investigating cases of child abduction and sexual exploitation. In 2005, Team Adam consultants were deployed on 35 AMBER Alert cases in 26 states. The consultants supported law-enforcement officials in 9 FA's, 15 NFAs, 1 ERU and 10 LIM AMBER Alert cases. Two LIM's and one NFA were both later identified as AMBER Unfounded. One LIM and one NFA were both later identified as Hoaxes. Table 10 lists the case types at intake and the states to which the Team Adam consultants were deployed.

Table 10
2005 AMBER Alert Study
Team Adam Consultant Deployments
(N=35)

State	Case Type at Intake	Unfounded	Hoax
AZ	FA		
CA	ERU		
CO	NFA		
FL	NFA		
FL	LIM	x	
FL	FA		
GA	NFA		
IA	NFA		
ID	NFA		
IL	LIM		
IN	NFA		
KY	NFA		
MA	NFA		
MD	NFA		x
MI	LIM		x
MO	LIM		
MO	FA		
MO	LIM		
NC	FA		
NC	FA		
NC	NFA		
NE	FA		
NM	FA		
NV	NFA		
OH	NFA		
PA	NFA		
SC	NFA	x	
TN	LIM	x	
TN	LIM		
TX	LIM		
TX	LIM		
TX	LIM		
UT	NFA		
WA	FA		
WV	FA		

Deceased Children

In the 2005 AMBER Alert Study, 13 children were recovered deceased. Two cases were intaked as FA's, six cases were intaked as LIM's, and five cases were intaked as NFA's. Eight children were girls and five were boys. Children ranged in ages from 2 years old to 17 years old. One case was later identified as a Hoax and three cases were later identified as AMBER Unfounded. Below is a table showing the ages and sex of the deceased children by intaked case type. See Table 11 below.

Table 11
2005 AMBER Alert Study
Deceased Children
(N=13)

Case Type At Intake	Sex	Age	AMBER Case Type
FA	Female	5	FA
	Male	14	FA
LIM	Female	5	Unfounded
	Female	12	LIM
	Female	17	LIM
	Male	6	Unfounded
	Male	7	Hoax
	Male	7	LIM
NFA	Female	2	Unfounded
	Female	10	NFA
	Female	10	NFA
	Female	16	NFA
	Male	9	NFA

Internet-Related AMBER Alert Activations

Five children for whom an AMBER Alert was issued were missing as it related to the Internet. Four of the children were girls and one was a boy. One girl was 13 years of age, one was 14 years, and two were 16 years of age. The boy was 16 years of age. Two children were reported missing as LIM's and two were reported missing as NFA's. The boy was reported missing as an ERU. A 16-year-old girl missing from New York was later identified as a Hoax. None of the children were recovered deceased. See Table 12 below.

Table 12
2005 AMBER Alert Study
Internet-Related Missing Children
(N=5)

Missing State	Sex	Age Missing	Case Type at Intake	AMBER Case Type
AL	Female	14	NFA	NFA
MI	Male	16	ERU	ERU
MI	Female	13	LIM	LIM
NY	Female	16	LIM	HOAX
TX	Female	16	NFA	NFA

Missing Locations

Missing location actually refers to that place ***where the reporting parent last knew the child to be prior*** to going missing. This may not have actually been the location where the child was when the child went missing or was abducted. There is only information on the missing location for 225 cases for the 2005 AMBER Alert Study. 67% (N=151) of the children involved in these cases were last seen at their home, whether it was an apartment, a foster home, a single family home, a trailer or some other type of home . Seven percent (7%) (N=15) were last seen on the street. Six percent (6%) (N=14) were last seen at school and another 6% (N=13) were seen at a retail store – either a food store, gas station, mall, shopping center or other type of retail establishment. Four percent (4%) (N=8) were in an automobile or another type of vehicle. Two percent (2%) (N=4 each) were last seen at a medical facility or hospital and an open area outdoors. One percent (1%) (N=3) was last seen at a hotel or motel and an office building. The remainder of the children were last seen at other locations at counts of either 1 or 2. See Table 13 below.

Table 13
2005 AMBER Alert Study
Missing Locations and Count
(N=225)

Missing Location	Counts
Athletic Field	1
Auto / Vehicle	8
Bus Stop	1
Government Facility	1
Home - Apartment	18
Home - Foster	4
Home - Single Family	120
Home - Trailer	3
Home-Other	6
Hotel / Motel	3
Med - Hospital	4
Office Building	3
Outdoor - Open Area	4
Park - State	1
Parking - Business	2
Parking - Other	1
Religious Facility	1
Rest - Sit Down	1
Rest - Fast Food	1
Retail - Food Store	1
Retail - Gas Station	6
Retail - Mall	2
Retail - Other	3
Retail - Shop Center	1
School	14
Street	15
Total Activations	**225**

Recovery Locations

In the 2005 AMBER Alert Study, there was recovery location information for 246 cases. This translates to 244 cases because in two cases each involving two children the children were recovered in different locations. In 43% (N=106) of these cases, the children were recovered at either an apartment home, a single-family home, a trailer, a shelter home, or other type of home. In 15% (N=37) the children were recovered in an automobile or other type of vehicle. In 11% (N=26) the children were recovered on the street. A police station was the recovery location for 7% (N=17) of the cases, and the recovery location for another 7% (N=16) was a hotel or motel. The recovery location for 4% (N=10) of the cases was a retail store. Other recovery locations varied from 1 to 3 for the remainder of the cases.

Eleven (11) of the 13 children who were recovered deceased were found outside in a lake (N=3), a river or a stream (N=1 each), an open area (N=4), or a park or path (N=1 each). One child was recovered in an automobile or other vehicle and the body of one child was recovered in a trailer. See Table 14 below.

Table 14
2005 AMBER Alert Study
Recovery Locations and Counts
(N=246)

Recovery Location	Counts
Auto / Vehicle	37
Bus Stop	3
Garage - Business	1
Government Facility	2
Home - Apartment	21
Home - Single Family	68
Home - Trailer	3
Home-Other	11
Home-Shelter	2
Hotel / Motel	16
Lake, River, Stream	5
Outdoor - Open Area	6
Park – National, State	2
Parking – Business, Other	6
Path/Trail/Woods	2
Police Station	17
Rest - Sit Down, Fast Food	3

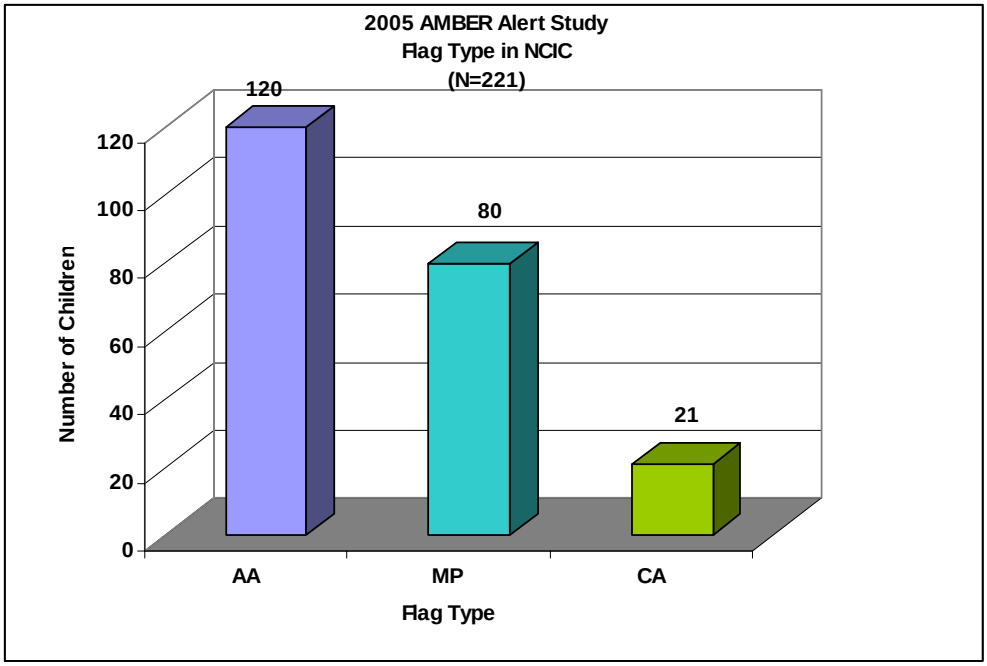
Recovery Location	Counts
Retail - Convenience Store	1
Retail - Food Store	1
Retail - Gas Station	3
Retail - Mall	1
Retail - Other	2
Retail - Shop Center	2
Street	26
Trans – Airport, Bus Station	3
Yard	1
Total	**246**

National Crime Information Center (NCIC)

The National Crime Information Center (NCIC) is a database law enforcement utilizes on state, local and federal levels to document and query criminal activity and missing persons. Federal law mandates that all reported missing and abducted children be entered into NCIC.

Out of the 338 children involved in AMBER Alert cases in 2005, 233 children were entered into NCIC and 105 children were not entered into NCIC. Fifty-four percent (54%, N=120) of the children were flagged as AMBER Alerts (AA), 10% (N=21) of the children were flagged as Child Abductions (CA) and 36% (N=80) were flagged as Missing Persons (MP). The flag for 12 of the children is unknown. See Figure 17 below.

Figure 17



NCMEC is the only agency outside of law enforcement granted permission to modify flags in NCIC to AA status for AMBER Alert cases. In 2005, 18 flags were changed from CA to AA, 14 of which were modified by NCMEC, two of which were modified by law enforcement. In two incidences, it is unknown who made the change in NCIC. Seventeen (17) children's flags were changed from MP to AA, 13 of which NCMEC changed and in one entry, it is unknown who modified the record in NCIC.

The table below shows the Missing Person Type category for children involved in AMBER Alerts in 2005. At forty-one percent (41%), children were predominantly entered as Missing Person Endangered, followed by Missing Person Involuntary at 22% and Missing Person Juvenile at 17%. See table 15.

Table 15
2005 AMBER Alert Study
Missing Person Type in NCIC
(N=212)

Description	Count	Percentage
Missing Person Endangered	95	45%
Missing Person Endangered Caution	5	2%
Missing Person Endangered – Caution Armed and Dangerous	7	3%
Missing Person Endangered - Caution Violent Tendencies	2	1%
Missing Person Endangered - Medication required	1	<1%
Missing Person Involuntary	49	23%
Missing Person Involuntary – Caution	7	3%
Missing Person Involuntary - Caution Armed and Dangerous	1	<1%
Missing Person Juvenile	39	18%
Missing Person Juvenile – Caution	5	2%
Wanted -Juvenile Delinquent -Adjudged	1	<1%
TOTAL	**212**	100%

The table below shows the amount of time between when a child is entered and removed from NCIC. A total of 135 children were removed from NCIC within three hours of being entered into NCIC. See table 16.

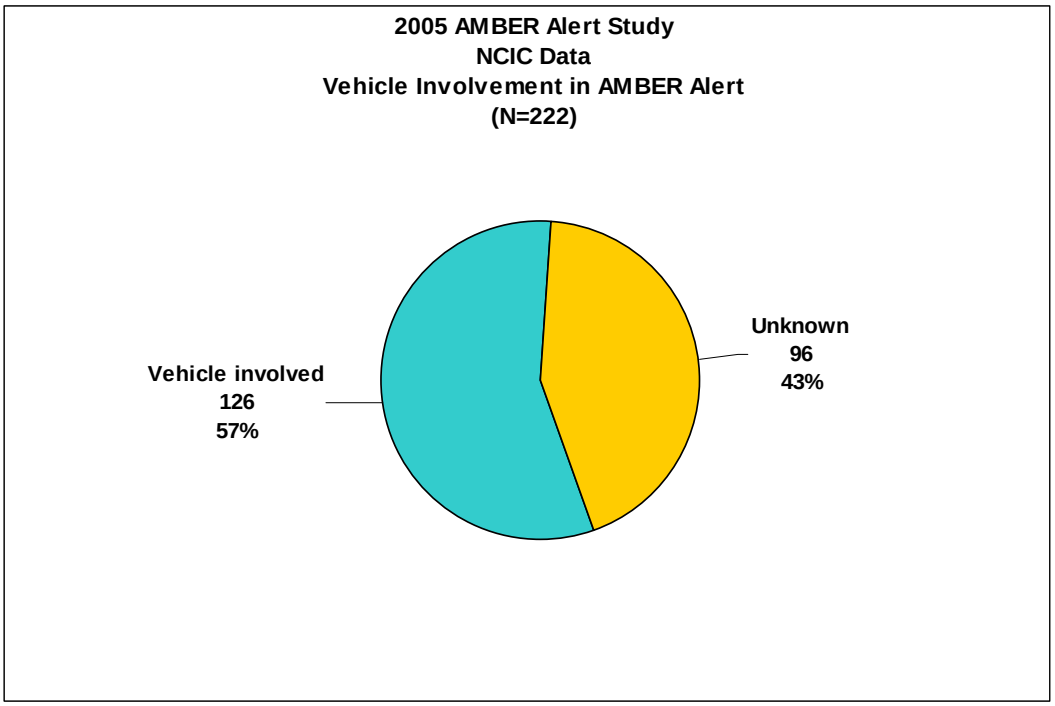
Table 16
2005 AMBER Alert Study
Hours Between Cases Entered and Removed from NCIC
(N=222)

Number of Hours	Count	Percent
up to 1/2 hr	33	15%
1/2 hr - 1 hr	32	14%
1 hr - 2 hrs	41	18%
2 hrs - 3 hrs	29	13%
3 hrs - 4 hrs	18	8%
4 hrs - 5 hrs	9	4%
5 hrs – 6 hrs	7	3%
6 hrs – 12 hrs	13	6%
12 hrs - 24 hrs	12	5%
24 hrs - 72 hrs	16	7%
over 72 hrs	12	5%
TOTAL	**222**	**100%**

Data collected from the miscellaneous field in NCIC captured information such as abductor threats and use of weapons for 62 children involved in the AMBER Alerts activated in 2005. Fifteen (15) abductors used a weapon during the abduction, 8 abductors were armed with a weapon, 8 abductors had a history of drug and/or alcohol abuse, 6 abductors were mentally ill, 6 abductors were suicidal, 9 abductors threatened to kill the child, 1 abductor had violent tendencies, 3 abductors were suicidal and threatened to kill the child, 4 abductors were wanted for murder, 2 abductors were sex offenders, 1 abductor had a history of child abuse, and 1 abductor abducted the children from the scene of a homicide.

Seventy-nine percent (79%, N=177) of NCMEC database entries indicate that a vehicle was involved in an AMBER Alert in 2005. Fifty-seven percent (57%, N=126) of NCIC entries indicated a vehicle was involved in the AMBER Alert and it is unknown in 43% (N=96) of NCIC records whether a vehicle was involved or not. See Figure 18 below.

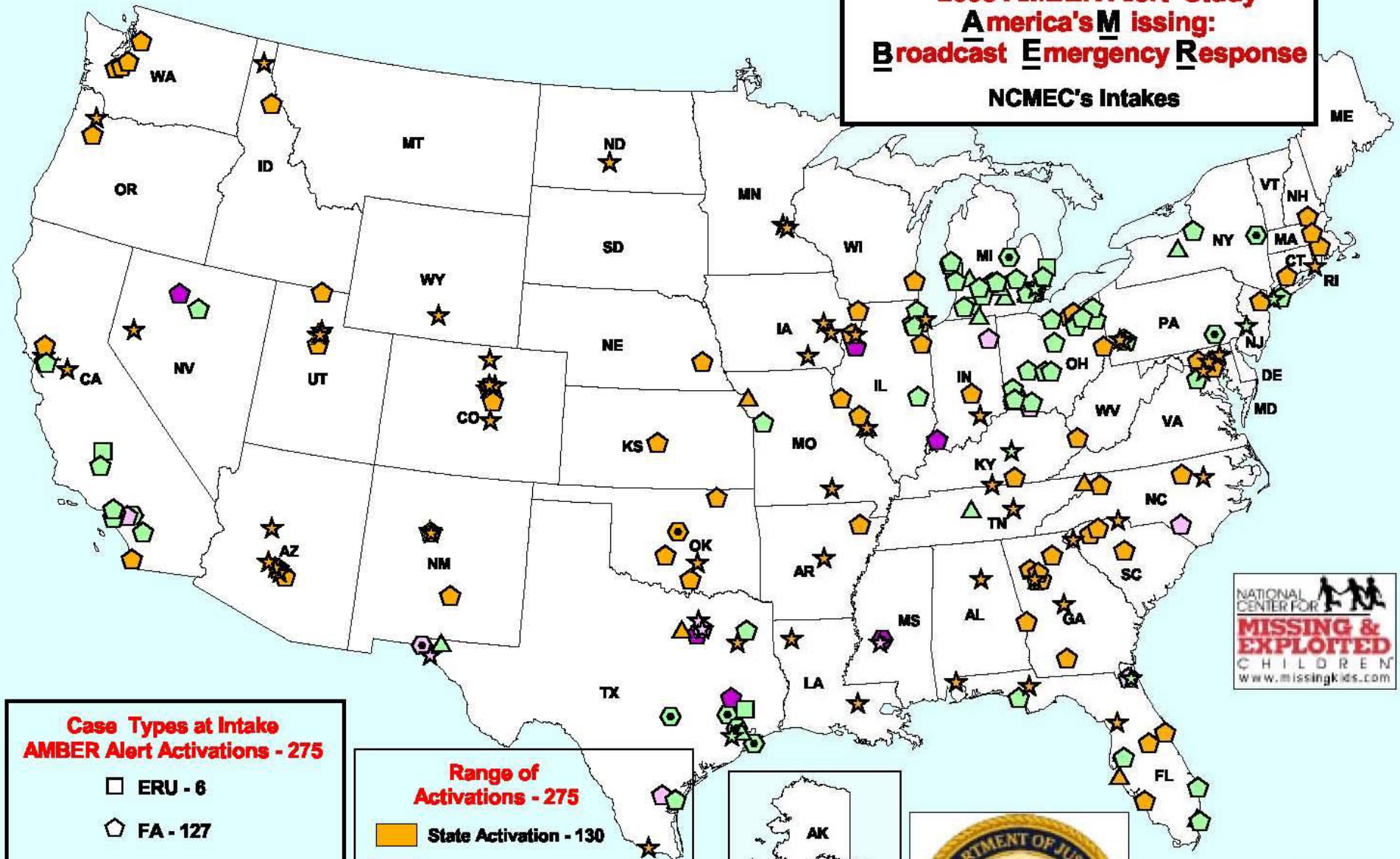
Figure 18



In order for vehicle data to be entered into the NCIC vehicle field, law enforcement must at least have the vehicle license plate number. NCMEC databases reported that 177 (76%) vehicles were involved in AMBER Alerts. Out of the 126 NCIC records indicating a vehicle was involved in an AMBER Alert, 77% (N=95) of NCIC records documented the vehicle license plate number in either the miscellaneous field or the NCIC vehicle field. Out of those 92 records, ninety-two percent (92%, N=87) of records with license plate information were entered correctly into NCIC vehicle field. Eight percent (N=8) of records with license plate information available were entered into the miscellaneous field.

In 2005, 13 children for whom an AMBER Alert was activated were found deceased. Out of the 13 children, 2 were not entered into NCIC and 11 were entered into NCIC. Of the 11 children who were entered into NCIC, five were flagged as Amber Alert (AA) and six were flagged as Missing Person (MP).

2005 AMBER Alert Study
America's Missing: Broadcast Emergency Response
NCMEC's Intakes



Case Types at Intake
AMBER Alert Activations - 275

- ERU - 6
- FA - 127
- LIM - 27
- NFA - 101
- NI - 14

Range of Activations - 275

- State Activation - 130
- Regional Activation - 118
- Local Activation - 16
- Unknown Activation Range - 11

NATIONAL CENTER FOR MISSING & EXPLOITED CHILDREN
www.missingkids.com

DEPARTMENT OF JUSTICE · OFFICE OF JUSTICE PROGRAMS

Source: National Center for Missing & Exploited Children, Alexandria, VA
Source: Environmental Systems Research Institute, Redlands, CA (ESRI)
Mapping Software donated to NCMEC by ESRI

Prepared by Gerri Kochan
Case Analysis and Support Division
National Center for Missing & Exploited Children

June 15, 2006

APPENDIX B

Letter from Diana Simone Suggesting AMBER Alert program

(Retyped with permission from Ms. Simone)

Jennifer Grim
KDMX 102-9 FM
Addison, Texas

Dear Jennifer,

As we discussed on the telephone Friday, January 19, concerning the Amber Hagerman tragedy, it occurred to me that in the vast majority of abduction cases we hear about, children are being put into vehicles and transported from the point of abduction, point A, to somewhere, point B. Considering the population density of the metroplex area, that seems virtually impossible to complete without being seen by someone. In Amber's case, for example, I'm sure a number of people saw her in that black pickup truck but simply did not know what they were seeing. To remedy this, I would like to suggest an emergency system be set up so that when a verified 911 call is placed, all the radio stations in the area would be notified **immediately** and they would interrupt programming to broadcast an emergency alert, giving whatever information and descriptions that are pertinent. In this way, thousands of people would be alerted within minutes of an occurrence, greatly minimizing the chance of successful escape. Naturally, citizens would be advised not to interfere, but simply call in any sightings of the suspect vehicle or persons.

Also, a great number of my colleges and clients feel that this type of a response system may act as a strong deterrent, since possible perpetrators would be aware that virtually everyone on the roads etc. would be looking for them.

I want to thank you and Kim Ashly for your interest and support of this idea. I sincerely hope this plan or something similar be enacted so children of the Dallas/Ft. Worth area may experience their childhood as a time of joy, rather than one of fear and apprehension.

If you are able to gather support of this Emergency Broadcast Plan, my one request is that it be known as Amber's Plan.

Sincerely,
Diana Simone