



JAMAICA CONSTABULARY FORCE

MISSING PERSON INVESTIGATION POLICY AND STANDARD OPERATING PROCEDURE (SOP)

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A. POLICY PURPOSE

The purpose of this document is to establish a formal policy for the Jamaica Constabulary Force to investigate all reports of missing person's and to establish a Standard Operating Procedure (SOP) regarding the police response to all reports of missing persons, as well as to highlight precautionary measures to be adapted with an intention to minimize victimization.

B. POLICY STATEMENTS

1. It shall be the policy of this organization to thoroughly investigate all reports of missing persons. Every person reported as missing will be considered at risk until significant information to the contrary is confirmed.
2. A case of missing person must be dealt with **immediately** by any rank without waiting for **any time period** to elapse and no one making such a report should be sent away. Where the investigation is undertaken by a rank below sergeant, the investigation must be supervised by a named sergeant.
3. The station where the missing person was reported is responsible for the investigation, unless it is agreed by the divisional Superintendent and handed over by mutual consent (record to be made in the Station Diary), due to the location or nature of the investigation, to find the missing person (e.g. If the person was reported missing in Kingston, but all the missing person related enquiries are in Manchester, as they lived and went missing from there and as such, Manchester Division would be most appropriate to investigate the case).
4. All investigations will be transparent and conducted with the assistance and support of our valued and accepted partner agencies. (See Annex A)
5. We will ensure that the public is aware of their responsibilities when a case of missing person is being investigated.
6. An activation of the **Ananda Alert** system will be initiated by the officer receiving the report through **Constabulary Communication Network (CCN)** where a child (under 18 years) is reported missing **AND** is classified as **High Risk** using the risk assessment formula (form MP 2).
7. Each geographic division will create a **Divisional Missing Persons Coordination Desk** and submit reports to **CCN** and the **National Intelligence Bureau (NIB)**.

NIB will establish a **Missing Persons Bureau** and this unit will ensure that all reports are recorded, disseminated in accordance with this policy and they will also perform a strategic coordination function, liaising frequently with the Divisional coordinators and supporting the investigator(s) from the division to find the missing person. In addition the Bureau will record and collate all statistical data for Missing Persons.

C. PROACTIVE MEASURES TO BE ADOPTED BY THE POLICE

The rate at which persons have been going missing in Jamaica is cause for grave concern. An individual's social and economic standings are clearly no deterrent to these individuals going missing having fallen victims of abductions, kidnappings and murder. Therefore, to take a proactive approach certain preventative measures must be implemented to minimize the number of persons that go missing each year.

In keeping with the commitment to be proactive and forging partnerships with the people we serve, the officer or sub-officer in charge of each police station must ensure that the total citizenry of the local communities served by each of these stations, are made aware of the precautionary measures to be taken with an intention to reduce the rate at which members of their communities go missing.

The police must consistently educate the public regarding these precautionary measures. The **Constabulary Communication Network (CCN)** is required to work closely with respective divisions, as well as with the Jamaica Information Service (JIS) in an effort to continuously inform the citizenry on safety precautions/tips.

The foregoing directives must be complied with in an effort to prevent victimization of vulnerable individuals and by extension create the environment in which the citizenry can all feel safe.

The objective is to find the missing person within the earliest possible time and for them to be interviewed. If they are an adult, and not in need of medical treatment/care, then their wishes should be respected. Should they not wish to 'return' from whence they went 'missing' and once the police are satisfied that they are safe and well, then the person(s) reporting them 'missing' should only be informed that the person is safe and well and no further details will be provided to them.

Children (under the age of 18 years), or persons suffering from illness, or persons in need of immediate medical attention, must be taken to the relevant hospital/agency for additional action and in cases of doubt CISOCA HQ should be informed.

D. RISK ASSESSMENT

The Risk Assessment scoring mechanism is invaluable in ensuring that investigators carefully review all the main aspects of a Missing Person Case before deciding how to respond.

Response may be determined based on the priority given to a case, resource allocation, level of publicity and the expected time frame within which to complete the investigation of a case.

The Risk Assessment system is also intended to allay public concerns that appropriate action is being taken as to predicting risk in a missing person investigation and to gain confidence.

A Risk Assessment Form (MP2) consists of risk factors expressed in numerical value shown for the respective risk factor. The factors highlighted are simply to aid investigators in assessing the level of risk faced by the missing person. **If the total Risk Score is 30 or more, the case is classified as High Risk** and any total Risk Score under 30 the case is classified as Low Risk.

Initially in a Risk Assessment, a case may be low risk, but during the investigation, if other risk factors are identified then it should be upgraded to High Risk.

In all cases where the missing person is under twelve years of age, they should be immediately declared as high risk AND an Ananda Alert made. A local 'Flash Alert' should be declared for all cases declared high risk.

Activation of Ananda Alert - All children (under 18 years) who are classified as High Risk must have an **Ananda Alert** immediately activated. The officer receiving the report **will immediately inform CCN by phone** and submit by fax or email the photograph, forms MP1 and MP2 without delay.

i. POINTS TO CONSIDER WHEN RESPONDING TO A CASE OF MISSING PERSON

The following must be considered:

- Well-being of the missing person.
- Respect for the rights of an individual.
- Compassionate treatment of the relatives and friends of the missing person, including providing frequent updates to them on the progress of the investigation.

- Likelihood that the person may have been the victim of a serious crime.
- Preservation and management of evidence in suspicious case.
- Sufficient allocation of resources for each report.
- Likelihood that complainant might have knowledge of disappearance of the person.
- The investigator should consider the lifestyle i.e. religious beliefs, addictions, and sexual orientation etc. of the missing person as this may aid the investigative process. It must be borne in mind that some people may have hidden their lifestyle from close friends and relatives and this area should be treated with sensitivity. Such information should be noted in the detail of the investigation.

E. CHILDREN'S HOME

Special considerations must be given to all reports for children missing from care homes. Children can be targeted for sexual exploitation and other risk issues could be apparent and as such, interviews with other children in the home and the care staff should always be considered when any child is reported missing. Visitors to the home or persons loitering outside the home should also be interviewed and a close liaison should be maintained by local officers and care home staff to minimise risks posed to the children from unauthorised visitors and/or persons loitering outside the home.

F. INVESTIGATIVE PROCEDURES

The SOP MUST be read and fully implemented in connection with this policy and the following are only the abbreviated and key elements of these roles and responsibilities:

1. Responsibility of the Divisional Commander

- a. Ensure the management of resources are sufficient for all investigations to find missing persons.
- b. Ensure the **Divisional Missing Persons Coordination Desk** is effective and properly resourced with personnel.
- c. Ensure that all reports for missing persons are immediately submitted to **NIB/CCN**, and that **NIB** are frequently updated, including when the person has been found and debriefed.

2. Role of the Supervising Officer/Station Manager

- a. Review the completed report and risk assessment submitted by the initial reporting officer and ensure safe custody of such.
- b. Assign the case to an investigator, with a named Sergeant as the supervisor.
- c. Inform the Divisional Commander of Missing Person report without delay.
- d. Activate immediate local community notifications.
- e. In High Risk cases inform the Divisional Crime Officer.

3. Role of the Officer Receiving the Initial Report

Upon notification of an alleged case of missing person, the following investigative procedures should be followed:

- a. Appreciate the report in a professional manner putting all his/her interpersonal skills into action.
- b. Reassure the complainant in order to build confidence in the investigation.

- c. Complete the prescribed Missing Person report Forms **AND** the Risk Assessment. **If a high risk child** (under 18 years) **immediately activate the Ananda Alert system, by contacting CCN.**
- d. Record a comprehensive statement of the circumstances surrounding the person going missing.
- e. Obtain a most recent photograph of the missing person, preferably a full size one.
- f. **Obtain details of any** communication device (cell phone, laptop etc.) and contact the **Communication Forensics & Cybercrime Unit (CFCU)** at the **Organised Crime Investigation Division (OCID)** who will provide all possible assistance.
- g. Send a radio message to Police Control and make entries in the Radio Message Book, Station Diary and Missing Person Register.
- h. Immediately submit the completed Missing Person Report Forms along with Risk Assessment to Station Manager/Duty Supervisor.
- i. **Ensure a home address visit is conducted as soon as possible after the report is made** and a thorough search of the missing person's home is completed before starting anywhere else, unless information reveals that the person is at a particular location.
- j. Advise the complainant on actions taken by the police relative to finding the missing person.

4. Role of the Investigating Officer

Once a case has been assigned, he/she must tap into all available sources to assist the investigation and be guided by the following considerations:

- a. **Ensure a home address visit has been conducted, if not conduct same as soon as possible after the report is made.**
- b. Investigators will continue to put into practice all they have garnered from their training, ensuring the following are obtained;
 - i. Statements recorded from all relevant persons
 - ii. Interview all known associates, friends and ensure visits are conducted at places frequented by the missing person, recording statements where applicable.

- iii. Inform and provide a copy report to the parish's Child Development Agency as it relates to any missing children (under 18 years) and update such on a **monthly basis**.
- iv. Assess the possibility of foul play.
- v. Conduct Checks - **Immigration** (to establish whether the missing person has left the island), **custody**, **hospital(s)**, **funeral homes** etc, **Missing Person Register** (for previous incidents of the same nature and analyse), **DIVISIONAL INTELLIGENCE UNIT (DIU) & Criminal Records Office (CRO)** (to verify whether or not the missing person may be an offender and if any additional information is known to assist the investigation).
- vi. Utilise volunteer search team(s) in your investigation if necessary, as well as the resources of service clubs, businesses, religious institutions, Red Cross etc.
- vii. Seek the assistance of the **CFCU** at **OCID** to inspect the missing person's personal computer to include e-mail database etc.
- viii. Compile a case file including the original missing person report, the circulation for the Police Gazette and submit it to the Station Manager for vetting and direction.
- ix. Where the person is a student of any learning institution, the foregoing investigative procedures together with the following should be adhered to;
 - Ensure that the school's principal is contacted as soon as practicable, whether or not the student was currently attending the school.
 - Speak to friends of the missing person and also the Guidance Counsellor.
- x. **Submit a written report** to the Divisional Commander **within 72 hours** detailing action taken to find the missing person **and submit weekly updates** until found or as directed.
- c. Canvassing neighbours (home address, school, place of work etc.)
- d. Maintain the investigative case file and update progress utilising the Missing Person Investigation Worksheet (MP4).
- e. Maintain liaison with personnel at the Divisional Missing Person Coordination Desk to update them on the progress of the investigation and the **DIU** for intelligence that will enhance the investigation.

- f. **In the case of a foreign national;**
 - i. Make early checks with immigration.
 - ii. Make enquiries at the relevant embassy or high commission.
 - iii. Enlist the assistance of NIB (INTERPOL) to make enquiries to see if the person has returned to his/her country of origin or gather further information from the missing person's family and friends.

5. **Role for the Divisional Missing Person Coordination Desk**

All Divisions will maintain a Missing Person Coordination desk and this may be co-located with the **DIU**. The staff assigned to the desk will be responsible for the following functions:

- a. Maintain a Divisional Missing Persons Database on behalf of the Divisional Commander.
- b. Provide advice, guidance and support to the investigator for the prompt investigation of all missing persons.
- c. Provide **weekly update** for Divisional Tasking and Co-coordinating Group meetings.
- d. Provide up to date information on missing persons to the **NIB** and **CCN**.
- e. Assist **NIB** in tracing missing persons at a national and international level and with the relevant statistics on a **monthly basis**.
- f. Develop a liaison function and good working relationships with partner agencies to reduce the number of persons going missing and to share best practice and learning across our partner agencies.
- g. Provide regular (**initially daily and then weekly**) contact and updates to the person who first reported the missing person or any other 'nominated' family member, who will then be responsible for updating the remaining family members. **A register of all such contact will be maintained within the unit.**

6. **National Intelligence Bureau (NIB), Missing Person Coordination Desk.**

The **NIB** is the agency responsible for criminal intelligence and the **Missing Persons Bureau**, and as such, they will play a critical role in providing intelligence to aid investigations being carried out regarding missing persons at the national and international levels. The functions are to:

- ☐ Maintain a National Missing Persons Database.
- ☐ Provide intelligence support for **DIU**'s on missing persons.
- ☐ Assist overseas agencies through **INTERPOL** in tracing foreign nationals who are suspected to have gone missing in Jamaica as well as seek the assistance of these agencies in locating Jamaicans suspected to have gone missing overseas.
- ☐ Furnish the **Police National Computer Centre (PNCC)** and **CCN** with information on persons reported missing or traced in order for the **JCF Website**/media appeals to be updated.
 - a. Provide a strategic coordination role and to give timely updates and advice to investigators through the **Divisional Missing Persons Coordination Desk**.
 - b. Collect and analyse information relating to unidentified bodies.
 - c. Provide **MONTHLY** reports to the;
 - Child Development Agency of the Ministry of Health on all cases of missing children under 18 years.
 - Statistics Department, including for persons who have been found.
 - d. Provide Terms of Reference for staff working as coordinators in the NIB Missing Person Bureau.

7. Role of Community Safety and Security Officers

The Community Safety and Security Branch (CSSB) will be responsible for the following:

- a. Keeping the public aware of their responsibility in aiding missing person investigation.
- 8. Assisting the Victim Support Unit in providing psychological assessment and counselling.
- 9. **Role of the Constabulary Communication Network (CCN)**
 - a. Inform the public through the electronic and print media of persons gone missing.
 - b. Be integrally involved in the activation of the **Ananda Alert** system where necessary.
 - c. Supply current data to the public on the status of missing person/s.

10. Role of Police Control Centre

After receiving information relative to a case of missing person, Police Control is responsible to disseminate the information to all divisions and police formations island wide, as well as police mobile patrols so that a concerted effort will be made to locate the individual.

11. Roles and responsibilities of intelligence and investigative units

Intelligence plays a very important role in all cases of police investigation. In enhancing missing person investigations, the **DIU** will support the **investigator** and the **Divisional Missing Person Coordination Desk** with all the intelligence and analysis that are necessary to find the missing person. Where necessary they will ensure that **NIB** is regularly updated and where required provide intelligence support.

12. Role of Divisional Crime Officer

The Divisional Crime Officer will be responsible for co-ordinating all activities that will impact on the investigation of a missing person who is suspected to be a victim of crime or classified as high risk. To include:

- a. Promptly reviewing the report and progress of the investigation to date to ensure all appropriate action has been taken to find the missing person.
- b. **Ensuring NIB/CCN** have considered activation of the **Ananda Alert** System for all children (under 18 years of age) who are classified as High Risk.

13. Role of the Divisional Operations Officer

- a. Ensuring all patrols/units operating in the division are fully briefed on all cases of reported missing persons and make frequent visits to the complainant/last known address of all missing persons, to see if any have returned or to obtain additional information..
- b. Management of the Volunteer Search team where necessary

MISSING PERSON INVESTIGATION

STANDARD OPERATING PROCEDURE (SOP)

This SOP must be read in conjunction with the Missing Person policy and it provides additional information relating to the activities, roles and responsibilities to be carried out to find missing persons. This includes the management, administrative arrangements and debriefing of all missing persons when found. In addition, the JCF should strive to minimise risks posed to vulnerable groups and individuals and we must strive to prevent such occurrences in the future.

1. Definitions

Missing Person – Any individual who is absent from his or her place of abode, employment or frequency under any unexplained circumstances and for an unusual time period without reasonable communication. During this period of time, such a person cannot be located after steps have been taken to do so.

Divisional Resource Search List – A list of all the places within the local division where it is possible to locate a missing person based on previous experiences of persons found there or the terrain of such an area which gives the investigators reasonable cause to believe that a person, who had gone missing could be hiding or staying there.

Ananda Alert – Is a nationwide alert system designed to ensure a speedy and safe recovery of a child (under 18 years) in the unfortunate event that he/she has gone missing AND is assessed as High Risk (using form MP 2). The system involves the collaborative effort and mobilization between the police and stakeholders in getting the message of a missing child into the public domain (locally & nationally) the moment the matter is reported to the police.

Divisional Missing Person Coordinator Desk – will be implemented in every division to perform a coordination role, liaising and maintaining records for the Divisional Commander for all persons reported missing within the division or being investigated within the division. In addition, they will often link in with key locations such as children's homes and hospitals and providing an overview particularly in relation to long term missing cases or where people frequently go missing. The desk will be staffed by sufficient personnel to ensure that their functions and performance are of the highest standard. The priority being to ensure that all missing persons are found and debriefed without any delay.

Risk – Is the likelihood of the missing person becoming a victim of any crime or harm, as well as the missing person becoming a danger or serious threat to a member of the public.

At Risk – A missing person may be considered at risk when one or more risk factors is believed to be associated with the missing person.

Low Risk Case – A case where careful risk assessment by an officer has accumulated a total risk score below 30 and as such the missing person is viewed as not being vulnerable to any serious harm nor threat neither poses a threat to members of the public

High Risk Case – A case where careful risk assessment by an officer has accumulated a total risk score of 30 and above causing the missing person to be viewed as vulnerable to serious harm or poses a threat to members of the public.

Risk Factors – These are physical, social, mental and economic conditions that are likely to be associated with risk.

Repeat Runaways – Where children between the ages of 14 and 18 years, continually remove/absent themselves from a place of care, family home, Government care home etc., special considerations may be required and the Ananda Alert System may not be appropriate. In any such case (has been reported missing for at least two previous occasions, in the last twelve months), the divisional Commander should be consulted and directions given to deviate from the full extent of this as stated below.

Flash Alert – A local warning system to alert stakeholders in the local community including the Parish Authorities, other agencies/groups, community activists and others who provide an information point in the local community, such as government buildings, petrol stations, grocery shops, taxi parks etc. where the public may gather.

2. Repeat Child Runaways

Every child that goes missing must be treated with utmost urgency and priority to find them is essential. However, on occasions when children are constantly absenting themselves from a place of care AND are not in any immediate threat of harm, exploitation etc then special arrangements should be considered. These may include limiting appeals to a local basis and this may not include utilising the **Ananda Alert** system.

A repeat runaway may apply to a child who has absented themselves, or were reported missing from a place of care on a minimum of two previous occasions, in a twelve month period, and the Divisional Commander has been consulted and authorised any changes to the activity to find the missing child. Under no circumstances can this include limiting the active search for the child and should only relate to limiting the public appeal to a local basis and not to utilise the **Ananda alert** system to avoid repeated appeals for the same child and unduly raising public concern.

Only the Divisional Commander can authorise this limitation and the rationale and justification must be recorded in the Station Diary. Where any abduction, kidnapping, or

foul play be suspected this would lead to an immediate **Ananda Alert** and cancellation of any such classification for this child.

3. Investigative Procedures

1. Role of the officer receiving the initial report

Upon notification of an alleged case of missing person, the following investigative procedures should be followed:

- Appreciate the report (Form **MP1, MP2 & MP4**) in a professional manner putting all his/her interpersonal skills into action.
- Reassure the complainant in order to build confidence in the investigation.
- Complete the prescribed Missing Person report Form (**MP1**) **AND** a Risk Assessment Sheet (**MP2** (see Annex B)). **If a high risk child** (under 18 years) **immediately activate the Ananda Alert system by contacting CCN.**
- Record a comprehensive statement of the circumstances surrounding the person going missing.
- Obtain a most recent photograph of the missing person, **preferably a full size one. In cases where a photograph cannot be obtained, the investigator should arrange for the complainant, or other person most able to describe the missing person's facial features, to attend the Visual Identification Unit (VIU) and solicit their assistance in producing an electronically generated image using the E-Fit Software.**
- Obtain details of any communication device (cell phone, laptop etc.) and contact the Communication Forensics & Cybercrime Unit (CFCU) at the Organised Crime Investigation Division (OCID) who will provide all possible assistance.
- Having obtained all the necessary information, send a radio message to Police Control and make an entry in the **Radio Message Book**.
- Make entries in the **Station Diary** and **Missing Person Register (MP5)**
- Submit completed Missing Person Report Form (**MP1**) along with Risk Assessment (**MP2**) to Station Manager/Duty Supervisor.
- **Ensure a home address visit is conducted as soon as possible after the report is made, in order to;**

| * Check for any signs of a crime,

- * Check what personal items may have been removed,
 - * Check any diary/notebooks for personal notes/information to help find the missing person,
 - * Ensure personal details of the missing person are correct - where possible check any official documents for spellings, dates etc. to ensure accuracy.
- Advise the complainant on actions taken by the police relative to finding the missing person.

2. Role of the Investigating Officer

Once a case has been assigned to an investigator, he/she must tap into all available sources to assist the investigation and be guided by the following considerations:

- a. **Ensure a home address visit is conducted as soon as possible after the report is made.**
- b. Investigators will continue to put into practice all they have garnered from their training and other investigative courses, ensuring the following are obtained;
 - i. Statements recorded from the complainant and last person(s) to see the missing person.
 - ii. **Submit a Written Report** to the Divisional Commander **within 72 hours** detailing action taken to find the missing person and submit weekly updates until found or as directed.
 - iii. Interview all known associates, friends and ensure visits are conducted at places frequented by the missing person, recording statements where applicable.
 - iv. Conduct a thorough search of the missing person's home before starting anywhere else, unless information reveals that the person is at a particular location.
 - v. Inform and provide a copy report to the parish's Child Development Agency as it relates to any missing children (under 18 years) and update such on a monthly basis.

- vi. Complete **CR 12** (replacement for CIB 7) and submit to **CIB Headquarters** for publication in the **Police Gazette**.
- vii. Assess the possibility of foul play.
- viii. Check **Immigration** to establish whether the missing person has left the island.
- ix. Check if the person reported missing is in **custody/hospital/funeral homes** etc.
- x. Check with the **DIU & CRO** to verify whether or not the missing person may be an offender and if any additional information is known to assist the investigation.
- xi. Utilise volunteer search team(s) in your investigation if necessary, as well as the resources of service clubs, businesses, religious institutions, Red Cross etc.
- xii. Check Missing Person Register for previous incidents of the same nature and analyse.
- xiii. Try to ascertain the normal pattern of behaviour from parents, relatives, friends and neighbours. Compare circumstances of disappearance with normal pattern of behaviour.
- xiv. Endeavour to obtain missing person's medical and dental records, where necessary.
- xv. Maintain regular contact with parents, guardians, relatives and caregivers.
- xvi. Notify the **Marine Division** and supply all relevant information along with photograph for cases where the person is suspected to be missing at sea.
- xvii. Widen his/her search by questioning other associates like the hairdresser, taxi drivers, barbers, bartenders, gas station attendants, newspaper vendors or street cleaners etc. These people must not be overlooked, as they are all sources of positive information. Make a record of all contacts using the 'Neighbourhood canvass log'.
- xviii. Seek the assistance of the **CFCU** at **OCID** to inspect the missing person's personal computer to include e-mail database etc.

- xix. Check missing person cellular phone, (if available) for calls received and made out and liaise with the **CFCU** at **OCID** through the **DIU** for the necessary assistance.
- xx. Compile a case file including the original missing person report (**MP1, MP2 and MP4 also may include MP3, MP6 & MP7**) and submit it to the Station Manager for vetting and direction.
- xxi. Where the person is a student of any learning institution, the foregoing investigative procedures together with the following should be adhered to:
 - Ensure that the school's principal is contacted as soon as practicable, whether or not the student was currently attending the school; and
 - Speak to friends of the missing person and also the Guidance Counsellor.
- c. Canvassing neighbours (home address, school, place of work etc) using the form **MP7**)
- d. Maintain the investigative case file (**MP1, MP2 and MP4** and also may include **MP3, MP6 & MP7** as required) and update progress utilising the Missing Person Investigation Worksheet (**MP4**).
- e. Maintain liaison with Personnel at the Divisional Missing Person Coordination Desk to update them on the progress of the investigation and the DIU for intelligence that will enhance the investigation.
- f. **In the case of a foreign national;**
 - Make early checks with immigration.
 - Make enquiries at the relevant embassy or high commission.
 - Enlist the assistance of NIB (Interpol) to make enquiries to see if the person has returned to his/her country of origin or gather further information from the missing person's family and friends.

3. Roles and Responsibilities of Intelligence and Investigative Units

Intelligence plays a very important role in all cases of police investigation. In enhancing missing person investigations, the Divisional Intelligence Unit (DIU) will support the **investigator** and the Divisional Missing Person Coordination Desk with all the intelligence and analysis that are necessary to find the missing person. Where necessary

they will ensure that the National Intelligence Bureau (NIB) is regularly updated and where required provide intelligence support.

4. **Terms of reference for personnel at the National Intelligence Bureau (NIB), Missing Person Coordination Desk**

The **NIB** is the agency responsible for criminal intelligence and the **Missing Persons Bureau**, and as such, they will play a critical role in providing intelligence to aid investigations being carried out regarding missing persons at the national and international levels. The functions are to:

- Maintain a National Missing Persons Database (using data from form **MP5** – retained on each division)
- Provide intelligence support for DIUs on missing persons.
- Assist overseas agencies through INTERPOL in tracing foreign nationals who are suspected to have gone missing in Jamaica as well as seek the assistance of these agencies in locating Jamaicans suspected to have gone missing overseas.
- Furnish the Police National Computer Centre (PNCC) and the Constabulary Communications Network (CCN) with information on persons reported missing or traced in order for the JCF Website/media appeals to be updated.
- Provide a strategic coordination role and to give timely updates and advice to investigators through the Divisional Missing Persons Coordination Desk.
- Collect and analyse information relating to unidentified bodies.
- Give a monthly statistical update on cases of missing persons found, to include time taken to locate such person.
- Supply Statistics Department with the relevant statistics on a monthly basis.
- Provide **MONTHLY** reports to the Child Development Agency of the Ministry of Health on all cases of missing children under 18 years.
- Provide Terms of Reference for staff working as coordinators in the NIB Missing Person Bureau.

5. Terms of reference for personnel at the Divisional Missing Person Coordination Desk

All Divisions will maintain a Missing Person Coordination Desk and this may be co-located with the DIU. The staff assigned to the desk will be responsible for the following functions:

- Maintain a Divisional Missing Persons Database (Form **MP5** – or an electronic database using at least the same data) on behalf of the Divisional Commander.
- Provide advice, guidance and support to the investigator for the prompt investigation of all missing persons.
- Provide weekly update for Divisional Tasking and Co-ordinating Group meetings.
- Provide up to date information on missing persons to the NIB & CCN.
- Assist NIB in tracing missing persons at a national and international level.
- Improve the divisional resource search-list when necessary.
- Supply NIB with the relevant Statistics on a monthly basis.
- Ensure the prompt completion of **return interviews (MP3)** and lessons learned are shared with NIB, CCN and other groups/agencies as necessary.
- Develop a liaison function and good working relationships with partner agencies (Child Development Agency, Hear the Children's Cry, children's homes, hospitals etc.) to reduce the number of persons going missing and to share best practice and learning across our partner agencies.
- Provide regular (initially daily and then weekly) contact and updates to the person who first reported the missing person or any other 'nominated' family member, who will then be responsible for updating the remaining family members. This feedback and communication is vital to ensure effective family liaison is maintained and support is provided during the search for the missing person. **A register of all such contact will be maintained within the unit.**

6. Role of Divisional Crime Officer

The Divisional Crime Officer will be responsible for co-ordinating all activities that will impact on the investigation of a missing person who is suspected to be a victim of crime or classified as high risk. To include:

- Promptly reviewing the report (**MP1, MP2 & MP4**) and progress of the investigation to date (also may include **MP3, MP6 & MP7** as required).
- **Ensuring** NIB/CCN have considered activation of the Ananda Alert System for all children (under 18 years of age) **AND** who are classified as High Risk.
- Review with the DIU that all the information/intelligence and leads relating to the case have been fully acted upon.
- Utilisation of the Canine Division and Caribbean Search Centre to assist in the search where necessary.

7. Role of the Divisional Operations Officer

- Ensuring all patrols/units operating in the division are fully briefed on all cases of reported missing persons.
- Management of the Volunteer Search team where necessary (utilising forms **MP6 & MP7** as necessary).
- Ensuring patrols make frequent visits to the complainant/last known address of all missing persons, to see if any have returned or to obtain additional information.

4. Managing Volunteer Search Team

Family and friends will naturally want to participate in a search for their loved ones. Although it is important that they do not contaminate any possible crime scene, other evidence or harm any suspect. Therefore, when organizing a search please be guided by the following procedures:

- Always follow a pre-designed operational plan done in collaboration with the Search Centre.
- Establish a rendezvous for centralization of all information and record keeping.
- Ensure that every searcher is logged by utilizing the volunteer searchers log. (**MP6**)
- Maintain discipline and control among searchers.
- Highlight any possible risks associated with conducting the search and brief searchers properly.

The Ananda Alert system should be declared for all high risk cases involving children (under 18 years).

5. Monitoring & Evaluation of Missing Person Investigation & Case Management System

- Station managers/supervisors will maintain custody of all working case files for investigators. Investigators will request files when needed to pursue investigation.
- Once a file has been requested, then the appropriate notation should be written in the Movement column of the **Missing Person Register**.
- A weekly review of all outstanding cases of missing persons must be completed at the **Divisional Tasking and Coordinating Group Meeting**. All actions taken at this meeting must be recorded in the minutes.

In cases where the information received, supports that the missing person has become a victim of a **major crime**, the case should be referred to the Divisional Crime Officer who will ensure a prompt review and where necessary assign a CIB investigation team or obtain any other specialist assistance that is required. All investigations must be completed in line with the Case Management System. A copy of all completed missing persons' case file(s) must be kept by the Divisional Missing Person Coordination Desk.

All cases under investigation should be kept open and reviews should be completed with a level of urgency.

6. Procedures When A Missing Person is Traced (Found)

The Investigator, or another officer, upon receiving information that a missing person has been located should:

1. Attend the location to confirm the information.
2. Confirm identity and ensure that the person is safe.
3. Inform Police Control immediately and ensure that all bulletins relevant to the missing person have been cancelled.
4. Ensure the complainant and/or next of kin is notified (**only in exceptional circumstances**, such as where the missing person has requested this NOT to be made **will this be withheld**). Should exceptional circumstances exist this will be supported AND recorded fully. Children requesting such withholding of information must be brought to a place of safety and the Child Development Agency notified and the child

handed over to them. Where an adult or a child requests the withholding of this information the background facts must be established whether any criminal offences may be apparent and then these will be fully investigation. The reporting of the finding will still be completed to ensure the records at **NIB, CCN** and other agencies are properly noted.

5. Fill out a Missing Person Report Form (**MP1**) in duplicate. The original is attached to the investigator's file. The first copy is to be sent to the DIU for transmitting to the Divisional Missing Persons Coordination Desk, NIB and CCN.
6. NIB should communicate with the PNCC/CCN to ensure that the JCF website and any media appeals are updated with the relevant information.
7. Interview the missing person and complete;
 - a. Form **MP3** (Missing Person Trace)
 - b. Record a comprehensive statement to ascertain;
 - i. Whether the person was abducted, kidnapped, sexually molested, suffered any form of violence, force to commit any acts of criminality, was sexually exploited or went missing under any other circumstances.
 - ii. Where/who they may have been or went missing with, obtaining full details.
 - iii. Obtain details to inform efforts to prevent further missing episodes or quickly locate them.

In certain circumstances it may be appropriate for a police officer to interview the person who went missing with the assistance of an appropriate adult (i.e. nurse, a justice of the peace, counsellor, social worker, teacher etc.) Interviews must be done in accordance with Judges Rules where necessary.

8. To learn of the activities, associates, risk and victimization involved in the missing episode and where possible address these risks with appropriate and proactive strategies.
9. Children under state care: The investigator must make contact with the local office of the **Child Development Agency (CDA)**. The child must remain in the care of the police until he/she is handed over to an officer of the said agency. In cases where the **CDA** is unable to provide their own transportation, then the local police should provide transportation. **Under no circumstances should a child be placed in police lock-ups or holding area.**

10. Record statement from persons in the household or place where missing person was found.
11. Record further statement from the complainant i.e. person who made the initial report.
12. Where the missing person is a foreign national the police shall together with those already mentioned:
 - a. Inform the relevant embassy/High Commission
 - b. Liaise with NIB (INTERPOL)
 - c. Make contact with the most significant person/s concerned with the case.
13. **Factors to consider when 'debriefing' the person when found and during the investigation;**
 - a. **Push Factors:**
 - ▶ Problems at home
 - ▶ Long term abuse
 - ▶ Family break up
 - ▶ Mental health problem
 - ▶ Teenage pregnancy
 - ▶ Peer pressure
 - ▶ Sexual molestation
 - b. **Pull Factors**
 - ▶ Substance abuse
 - ▶ Street crime
 - ▶ Poor health
 - ▶ Prostitution

Grooming for potential sexual exploitation or child trafficking (*young people may run away or go missing following grooming by adults who will seek to exploit them*).

7. Support for Victims

Traced persons who suffered harm during the period, for which they were missing, should be referred to the Victim Support Unit for psychological assessment and treatment. Women who have been victims of spousal abuse should be referred to the Women's Crises Centre for counselling. Other agencies/groups also provide counselling such as Hear The Children's Cry.

In cases where the victim does not wish to utilize any of the above mentioned facilities they must still be encouraged to seek professional help.

8. Missing Person Found Dead

Where the person is found dead the foregoing investigative/reporting procedures must still be maintained as part of the homicide investigation by the Criminal Investigation Branch. All policies relating to the management of scenes of crime investigation must be adhered to.

9. Ananda Alert System

The **Ananda Alert** is a nationwide system designed to ensure a speedy and safe recovery of a child (under 18 years) in the unfortunate event that he/she may have been abducted or kidnapped. The system involves the mobilization of stakeholders, the moment a child is reported as missing. The police will provide details of the missing child and appeal for assistance in order to find them by contacting the stakeholders through **CCN**. The aim is to create a rapid response from law enforcers and communities to help bring the matter to public attention with the aim of increasing the chances of a safe recovery and return to family, guardian and/or place of safety of the child.

The system is named after Ananda Dean who was abducted and subsequently murdered. This case galvanized the society around the need to formulate a unified nationwide response to the brutal attacks on our children. The Government of Jamaica, in leading from the front, has decided to implement this system in partnership with a myriad of stakeholders from a wide cross section of the Jamaican landscape.

Ananda Alert activates a series of domino effect activities with joint stakeholders' that engages public empathy and support and attention to the missing child through awareness strategies. These include local and national groups, including local government and non government agencies, the media, communication companies and the wider Jamaican community.

10. Administrative Procedures

The under mentioned outlines the administrative procedures to be followed in dealing with matters relative to 'missing persons'.

Responsibility of the Divisional Commander

- a. Ensure the division maintains a comprehensive register for all missing persons (**MP5** or an electronic database using at least the same data)

- b. Manage all activities relating to missing person investigations reported in or conducted by officers under his/her command in-keeping with policy directives.
- c. Provide resources where necessary and liaise with CCN to follow up on the activation of the Ananda Alert.
- d. Ensure a Divisional Missing Persons Coordination Desk is effective and properly resourced with personnel.
- e. Ensure effective procedures are in place to monitor and review all such investigations.
- f. Ensure that all reports for missing persons are immediately submitted to NIB and that NIB are frequently updated, including when the person has been found and debriefed.

Role of the Supervising Officer/Station Manager

- a. Review completed report (**MP1, MP2 & MP4**) from the initial reporting officer.
- b. Review risk assessment (**MP2**) and assign the case to an investigator, with a named Sergeant as the supervisor. If the Assessment reveals that there is the possibility that the victim was kidnapped, abducted, or murdered then the case should be referred to the CIB or any specialist unit assigned with the responsibility of investigating these offences, through the Divisional Crime Officer.
- c. The supervising officer/station manager will separate the carbonated Missing person report (**MP1**) as follows;
 - **MP1 Original given to investigator** to form a part of the case file (together with **MP2 & MP4**),
 - **MP1 - 1st copy** sent to the **DIU** for notification of the Divisional Missing Person Coordination Desk (together with copy of **MP2**) and for informing NIB,
 - **MP1 - 2nd Copy sent to CCN** for publication along with photograph(s) and a copy of the Risk Assessment (**MP2**).
- d. Inform Divisional Commander of Missing person report without delay.
- e. Activate immediate local community notification where possible.
- f. Determine if additional personnel are needed to assist the main investigator.
- g. Ensure that additional assistance is obtained from groups such as Victim Support Unit or other agencies that offer counselling services

- h. Ensure that all required resources, equipment and assistance necessary to conduct an effective investigation have been requested.
- i. In High Risk cases inform the Divisional Crime Officer of the missing person report.
- j. In cases where the missing person was in possession of a communication device (cell phone, laptop etc) contact the Communication Forensics & Cybercrime Unit (CFCU) at the Organised Crime Investigation Division (OCID) which will provide all possible assistance.
- k. Maintain custody of the case file (**MP1, MP2 & MP4 – MP3, MP6 & MP7** as required).

Role of Community Safety and Security Officers

The Community Safety and Security Branch will be responsible for the following:

- Keeping the public aware of their responsibility in aiding missing person investigation.
- Assisting the Victim Support Unit in providing psychological assessment and counselling.

Role of the Constabulary Communication Network (CCN)

- Inform the public through the electronic and print media of persons gone missing.
- Be integrally involved in the activation of the Ananda Alert Recovery system where necessary
- Liaise with divisional Officers in charge of Criminal investigation and
- Supply current data to the public on the status of missing person/s.

Role of Police Control Centre

After receiving information relative to a case of missing person, Police Control is responsible to disseminate the information to all divisions and police formations island wide, as well as police mobile patrols so that a concerted effort will be made to locate the individual.

GUIDE IN COMPLETING THE FORMS

Missing Person Report Form (MP1)

The **MP 1** form is comprised of the following.

- i. The original report, which is given to the investigator to commence investigation. The back of this form will function as the worksheet for the case file.
- ii. The first copy is the Divisional Intelligence Unit's copy to be used for notification of the Missing Person Intelligence Coordinating Desk in the NIB.
- iii. The second copy is sent to CCN for publication along with a photograph.

These are printed on carbonized paper.

The form must be **clearly** filled out in block capitals in blue or black ink.

A tick must be placed in the appropriate boxes on the form.

Risk Assessment Sheet (MP2)

A Risk Assessment Form (MP2) consists of risk factors expressed in numerical value shown for the respective risk factor. The factors highlighted are simply to aid investigators in assessing the level of risk faced by the missing person. **If the total Risk Score is 30 or more, the case is classified as High Risk** and any total Risk Score under 30 the case is classified as Low Risk.

Missing Person Trace Form (MP3)

The Missing Person Trace form is filled out when a person who had been reported missing is subsequently found dead or alive.

If the person is **found alive, the form must be written up in blue ink** in Blocked Capitals. However, if the person is found dead the form must be written up in red. A summary of the discovery must be recorded in the space provided for on the form.

If the person is found dead and the body is badly decomposed or burnt beyond recognition, the method of identifying the body must be borne out in the summary of the discovery.

Missing Person Investigation Sheet (MP4)

Missing Person Investigation work sheet is used to record all actions and enquiries carried out by an investigator into an alleged case of missing person.

The information being recorded must be signed on completion in the column provided for signatures.

The column which shows the '**date**' must be taken as the exact date when the actions were taken or the enquiries made in respect to the missing person and not the date when the information was recorded.

If at any time the work sheet cannot accommodate any more information then a new work sheet must be filled out and attached to the previous work sheet. The dates of actions should in consecutive order.

Missing Person Register (MP5)

The Missing Person Register is a book where a record of pertinent information is kept on the person reported missing at each station. The DIU will maintain the **Divisional Missing Person Register**. It is not to be used for recording radio messages being received at the station on persons gone missing.

The register has eleven (12) columns, each heading explains the information being sought. The entries must be numbered consecutively starting with No. 1 for each year.

The register must be written up in blue ink as also the entries. However, where the person is **found dead this must be written in red ink in the Trace Column**. Entries made in the trace column must show the signature, rank and number of the person who made the entry.

No additional entry is to be made on any missing person unless that person, having been found, went missing again.

Volunteer Log (MP6)

The Volunteer Log Form is used to record all information (***name, DOB, address & telephone number, date & time of search***), of persons who volunteer in the search for the missing person. The Missing Person Register number and investigator's name should also be recorded.

Neighbourhood Canvass Log (MP7)

The Neighbourhood Canvas Log is used to record all information (name and address of persons canvassed, place and addresses visited, date and time, telephone numbers) of persons canvassed during the search for the missing person. The Missing Person Register number and investigator's name should also be recorded.

Divisional Missing Person Statistics Calculation

This is a simple statistics designed to capture relevant information relating to the total number of persons reported missing on a divisional basis. This will be completed by **DIU** personnel.

This statistics must be calculated on a monthly basis in the **Divisional Missing Person Register** immediately below the last entry for each month.

In the case where the missing person is found dead resulting from a crime committed against such person, it must be counted as **'being the victim of a crime'** as well as **"being found dead"**.

Note: The total number of missing person cases reported does not necessarily represents the true number of persons gone missing as there can be instances where a person may go missing on more than one occasion and thus overstating the true number of missing persons.

In order to get the true number of persons gone missing for a particular period, one needs to subtract the number of time the persons have gone missing previously within the same period under observation from the total number of missing person cases reported for such period.

To get the percentage of the grand total in respect to a desired variable e.g. (the percentage of grand total found dead or alive), divide the number of the desired variable by the grand total and multiply by 100.

ANNEX A

PARTNER AGENCIES

'Partner Agencies' - This refers to any organization, which assists or provides support during and/or after a missing person investigation. The following organizations (stakeholders) have given their commitment to the government of Jamaica in assisting where possible in the speedy recovery of a missing person.

OPM	Office of the Prime Minister (The Department of Local Government)
ALGAJ	Association of Local Government Authorities of Jamaica
LAS	Local Authorities (Parish Councils)
CDA	Child Development Agency
CISOCA	Centre for Investigation of Sexual Offences & Child Abuse
OCA	Office of the Children's Advocate
JCF	Jamaica Constabulary Force
JDF	Jamaica Defence Force
JFB	Jamaica Fire Brigade
MI	Ministry of Information,
MCYS	Ministry of Culture, Youth and Sports
MTW	Ministry of Transport and Works
JUTC	Jamaica Urban Transit Company
MOH	Ministry of Health
MNS	Ministry of National Security
MOE	Ministry of Education
MOJ	Ministry of Justice
SDC	Social Development Commission
NGOs	Non-Governmental Organizations

SCCA	Specialist Committee on Child Abuse
UNICEF	United Nations Children’s Fund
UNDP	United Nations Development Programme
PIOJ	Planning Institute of Jamaica
HCC	Hear the Children’s Cry
YOU	Youth Opportunities Unlimited
UWI	University of the West Indies
VSU	Victim Support Unit
WCC	Women’s Crisis Centre
NCMEC	National Centre for Missing and Exploited Children (US Based Organization)
Digicel	Communication Service Provider operating in Jamaica
LIME	Communication Service Provider operating in Jamaica
CLARO	Communication Service Provider operating in Jamaica

ANNEX B

MISSING PERSON REPORT FORM



JAMAICA CONSTABULARY FORCE

(M.P. 1)

MISSING PERSON REPORT FORM

Missing Person Reg. No.

Division:

Station

1. Personal Data of Missing Person

Surname _____ First name(s) _____ Middle Name _____

Alias(s) _____ Occupation _____ Marital Status _____

Gender ☐ M ☐ F Date of Birth _____ Age _____ Nationality _____

Permanent Address (in full) _____ Company/Organization _____

Business Address _____

Telephone No.(s) (Home & Cell) _____ Business(s) _____

E-mail Address _____

Height _____ cm or _____ ft _____ Complexion: Dark ☐ Fair ☐ Brown ☐ Black ☐ Other ☐ _____

Build: Slim ☐ Medium ☐ Stout ☐ Fat ☐ Weight _____ Kg _____ lbs

Colour of hair Black ☐ Grey ☐ Graying ☐ Blonde ☐ Other _____

Tone of voice _____ Special visible features (gait, visible marks, personal traits, scars etc)

Mode of dress when last seen _____

2. Period went missing & where last seen

Date: _____ Time Missing _____

Location where last seen _____

3. Places frequented

4. Names, addresses & telephone numbers of close associates

5. Contact Person & Next of Kin Information

Contact Person - Name _____	Address _____
Telephone Numbers - Home _____	Work _____ Cellular _____
Next of Kin - Name _____	Address _____
Telephone Numbers Home _____	Work _____ Cel. _____
Relation to Missing Person _____	

6. Reported by (name, address, telephone numbers and relationship to missing person) Date & Time

--	--

7. Officer receiving report**Investigating Officer**

Name	Rank & No.	Name	Rank & No.
------	------------	------	------------

8. Allocated by

Name	Rank & No.	Date	Time _____ AM/ PM
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Investigation check sheet**Circulation of report**

	CCN	Radio Message Control	DIU.	Other medium(state)
Date and time of circulation				
Date and time cancelled				

Tick boxes where applicable

Record Statement from Complainant	Collect statements from the last person who saw Missing Person	Obtain photo of M.P.	
Risk Assessment Completed & Attached	Entry made in Missing Person Register	Check Custody Records	
Entry made in Station Diary	Report Submitted to Commanding Officer	Contact CRO for conviction record	
Obtain copy Resources Checklist	Conduct Search of Missing persons' home	Check M.P. Register for previous report	
Canvas Neighbour friends- make fliers and circulate them (FLASH ALERT)	Notify Marine Division & ports with relevant information- circulate picture	Widen search- question associates	
Check M.P.'s Cellular phone	Missing Person Website updated	Contact relevant partner agencies- (CDA, VSP, NCMEC)	

In cases of Foreign Nationals

Immigration check	Make enquiries at relevant embassy	Enlist support of NIB (INTERPOL)	
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In cases where the M.P. is a student, perform the following additional actions

Interview principal of M.P.'s School <input type="checkbox"/>	Interview Guidance counselor & friends <input type="checkbox"/>
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Investigator's comments (Circumstances of disappearance antecedent and any other information not contained in the form)

Supervising officer's Instructions:

Complainant informed of Investigation progress:

By whom & Date: _____

FOR INVESTIGATOR

ANNEX C

MISSING PERSON REGISTER

Cons. No.	Diary Entry No.	Name, Aliases, & Gender	Date of Birth & Nationality	Occupation & Address	Brief Physical Description	Date Time & Place Last Seen	Date Reported & Time	Name, Age & Occupation of Person Reporting (state relation if any)	Name Rank & Number of Investigator	TRACE Date and place found & by whom (State if found dead or alive and place found)	Date previously went missing	Movement of Case Files

N.B. The entries must be numbered consecutively starting with No. 1 for each year. The book must be written up in blue or black ink as well the entries. Where the person is found dead, this must be written in red ink in the trace column. No separate entry to be made on any missing person unless the person, having been found went missing again. Entries made in the Trace column must show the signature, rank and number of the writer.

N.B. The Missing Person Register is to record cases of missing person reported at the station and must not be used for radio messages.

ANNEX D

RISK ASSESSMENT SHEET

MISSING PERSON INVESTIGATION

Missing Person Register No. _____

Missing Person's Name _____

(Circle appropriate number and add score)

Factors to be considered	Score	Reasons
Age of person – Under 12 years	30	
12 to 17 years	20	
17 to 60 years	5	
Over 60 years	10	
Suffering from medical condition	5	
Physically challenged	5	
Mental illness or psychological disorder	5	
Drug or Alcohol dependency	5	
Suspicion of foul play	20	
Suspicion of sexual exploitation	20	
Suspected of suicide or self harm	15	
Crown witness/legal professional	15	
Involved in violent activities or received threats.	15	
Unusual behaviour prior to missing	10	
Inclement weather conditions.	5	
Family conflict/abuse	10	

Factors to be considered	Score	Reasons
Relocation without informing anyone	5	
Financial problems	5	
Problems at school or college	5	
Ongoing victim of harassment and ridicule	10	
Previously went missing and suffered harm	15	
Other		
TOTAL	_____	Score of over 30 = HIGH RISK

Signature: _____

Rank: _____

No: _____

Date: _____

Signature of Supervising Officer: _____

Rank: _____

No: _____

Date: _____



Jamaica Constabulary Force
August 2011