

# MISSING WOMEN COMMISSION OF INQUIRY

## PRACTICES AND PROCEDURES IN THE INVESTIGATION OF MISSING PERSONS ACROSS CANADA: 1997 TO PRESENT

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A REPORT PREPARED FOR THE  
MISSING WOMEN COMMISSION OF INQUIRY  
MARCH 2012

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### **Statement of Purpose**

*This report was prepared for the Missing Women Commission of Inquiry and represents information provided to the Commission from participating police agencies regarding their practices and procedures in the investigation of missing persons in 1997/1998 and currently. The report provides a fact-based analysis and a review of each participating jurisdiction's policies. The content of the report does not necessarily reflect the views of the Commissioner and Commission staff and, in particular, no conclusions have been reached on the issues raised in this report.*

*The purpose of this report is to provide factual information on practices and procedures in the investigation of missing persons in Canada, both past and present. It is designed to contribute to public discussion on issues within the Commission's mandate by providing background information about police investigations.*

*The Commission invites comments on this report by April 15, 2012*

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## I. EXECUTIVE SUMMARY

This report summarizes the information received from 20 police agencies that responded to surveys distributed by the Missing Women Commission of Inquiry regarding missing persons practices and procedures. The purpose of the surveys was two-fold: to strengthen the Commission's understanding of Canadian standards with respect to missing persons practices and procedures and how they have evolved from the beginning of the Commission's mandate to the present; and to discover innovative practices that could inform the policy recommendations ultimately made by the Commissioner in his report.

In addition to summarizing the information provided, the report also provides an analysis, looking at themes and trends in the policies and practices of police agencies in both 1997/1998 and currently. The comparative analysis is divided into a number of sections: acceptance of reports, resources, assessment of priority, investigation, cooperation with other jurisdictions and use of non-police resources, communication with reportees and family members, review and closure of files, and documentation.

Both in 1997/1998 and currently, police agencies accept missing person reports through a variety of means. Some agencies accept reports through Patrol officers only; others accept reports through a number of mediums, including over the phone, in person at police stations and to Patrol officers; and some accept reports only through 911 or a dedicated communications centre.

However, not all missing persons reports were accepted in 1997/1998 due to restrictions. Some police agencies restricted who could report a person missing. Some also imposed time restrictions, with formal policies or informal practices requiring a person to be missing a certain amount of time, usually 24 hours, before a report would be accepted. Police agencies most commonly had restrictions based on jurisdiction, often requiring the missing person to reside or have been last seen in the jurisdiction.

Fewer police agencies report current restrictions on accepting reports. Once again, the most common restriction is based on jurisdiction, determined by the missing person's place of residence or the place the missing person was last seen, or both. Many police agencies in British Columbia have adopted the place the missing person was last seen as their basis for jurisdiction. There are fewer police agencies with jurisdictional restrictions than in 1998, and many police agencies have policies to accept missing person reports regardless of jurisdiction, in order to transfer them to the appropriate police agency. Fewer policies restrict who can report a person missing than in 1998, and the practice of imposing time restrictions has been eliminated, with many police agencies reporting an explicit policy that no one attempting to report a person missing will be told there is a waiting period. Generally, there has been a trend toward making it easier to report missing persons.

In 1997/1998, a minority of police agencies had dedicated Missing Persons Units. Dedicated Missing Persons Units were typically staffed by a single, full-time officer who either conducted follow-up investigations on missing persons files or acted as a coordinator, overseeing or reviewing

all missing persons files. In addition, some agencies without Missing Persons Units had officers or civilians dedicated to missing person reports.

Nearly half of participating police agencies report current Missing Persons Units. These units have a range of staffing levels, from one officer to six, and often employ civilian staff as well. Officers in Missing Persons Units continue in the same functions as they did in the past, acting as coordinators or investigators of missing persons reports. In agencies without dedicated Missing Persons Units, officers may be assigned to work on missing persons files exclusively; therefore, whether a police agency has a dedicated Missing Persons Unit is not necessarily indicative of the amount of resources the agency has committed to missing persons files.

In 1997/1998, the majority of police agencies had systems for assessing the priority of missing persons reports; by and large, police agencies continue to use systems for assessing missing person reports' priority. These systems may be formal or informal, but typically prescribe an escalated police response for missing persons who are very old or young, or suffer from a mental illness or infirmity, or in situations of suspected foul play or suspicious circumstances. Over time, systems have become increasingly formal and detailed, but the factors that indicate priority have typically remained the same.

In 1997/1998, the vast majority of responding police agencies stated that such factors as whether the missing person was a woman, a sex trade worker or a drug addict, had a history of going missing, or was transient or believed to be of no fixed address had no effect on the acceptance or investigation of missing person reports. A small number of agencies reported that they would be less likely or somewhat less likely to accept or investigation reports based on the above factors, with the exception of whether the missing person was a woman.

The majority of responding police agencies stated that the above factors continue to have no effect on the acceptance or investigation of missing persons reports. However, there is a greater recognition of vulnerability based on these factors, with a small number of police agencies responding that they would be more likely or somewhat more likely to accept or investigate these reports. Further, a number of police agencies also have priority assessment systems that include factors relating to whether the missing person was involved in the sex trade or had drug dependencies, among others. Therefore, it appears that police agencies increasingly appreciate vulnerability based on these factors.

Missing persons investigations can take a number of forms. In both the past and present, investigative processes among police agencies are diverse. Although Patrol officers are often involved in initial investigations, follow-up investigations are conducted by a wide range of investigators, including the initial Patrol officer, a dedicated missing person Detective, or an investigator from an investigative unit or division. In cases of suspicious circumstances or foul play, missing persons investigations are often transferred to specialty units, such as Homicide or Serious Crimes Units, for follow-up investigation.

The vast majority of police agencies report following routine searches, checks or data entries and investigative processes on receipt of missing persons reports. Many police agencies report

significant changes since 1998 with respect to investigative procedures, including broad recognition of the seriousness of missing persons investigations, often revealed by more rigorous and detailed policy. Technological advances have also made it possible for police to use new methods to investigate.

Since 1997/1998, the majority of police agencies used both inter-jurisdictional police resources and non-police resources. All responding agencies reported using inter-jurisdictional resources, at a minimum using multi-jurisdictional police databases such as CPIC or the Centre de Renseignements Policiers du Québec. Many police agencies also reported cooperating with other agencies to transfer missing persons files and request assistance on investigative tasks that span geographical jurisdictions. All police agencies also reported using non-police resources, including media, community contacts, public institutions, government offices and private companies in missing persons investigations; however, the use of the media is often confined to life threatening situations.

Most agencies have procedures for communicating regularly with families and reportees, and these have increased since 1998. Many police agencies have amended their communication practices to include formal expectations for regular contact or to require more frequent or consistent contact. A number of police agencies note that their policies have changed since 1998 to explicitly recognize the importance of regular communication with family members during the course of the investigation.

In 1997/1998, most police agencies conducted regular reviews of outstanding missing person files. However, reviews often did not occur on specific schedules; more often, policies or practices merely required files to be reviewed “regularly.” A number of police agencies indicated that reviews might not have been done regularly or might have been missed for months at a time.

Regular reviews of outstanding missing person files are currently conducted by nearly all police agencies. Reviews are increasingly conducted on set schedules, after a certain amount of time has elapsed in the investigation. Additionally, reviews are now more often conducted by a supervising member or a specialist, and involve a greater level of scrutiny and examination.

Many police agencies have also amended their policies and practices for closing missing person files. In 1997/1998, although policies generally dictated that missing person files could only be closed when the missing person had been located, in practice files might have been closed or left as inactive when the person’s fate was still unknown. Many police have reported that standards for file closures have increased since 1998. Police agencies typically ensure investigations continue until the missing person is found, and some also require officers to confirm the missing person’s identity and safety when he or she has been located. Police agencies also increasingly require a supervisor to authorize the conclusion of missing person files.

Police record the same type of information now as they did in 1997/1998. It appears that many police agencies use standard intake forms for MP reports, or follow standards set out in databases, such as CPIC, or records management systems like PRIME BC. In some cases, reporting expectations

have increased. Of course, the most fundamental change between 1998 and the present is the move from hardcopy to electronic records.

In this report, the analysis of themes and trends in missing persons practices and procedures is presented first, with the summary of each police agency's response to the surveys subsequent. It is set out this way so that readers interested in more information can refer to each police agency's summary as a supplement to the comparative analysis section.

## II. INTRODUCTION

### *PURPOSE AND METHODOLOGY*

In mid-September 2011, the Missing Women Commission of Inquiry Study Commission sent letters to 22 Canadian police agencies requesting their assistance, specifically requesting they complete two surveys on their missing persons practices and procedures. The Commission sent this request to all municipal police forces in Canadian cities with a population of over 500,000 and to eight policing agencies in British Columbia.

The surveys were designed to gather information concerning missing persons practices and procedures at two points in time: 1997/1998, the beginning of the period within the Commission's terms of reference; and the present. Survey 1 inquired into practices in 1997/1998 and Survey 2 inquired into current practices.

The purpose of the surveys was two-fold. The first objective was to strengthen the Commission's understanding of Canadian standards with respect to missing persons practices and procedures at the beginning of the Commission's mandate and to learn how they have evolved to the present. The second objective was to discover innovative practices that could inform the policy recommendations ultimately made by the Commissioner in his report.

The surveys could be filled out online or emailed to the Commission. The surveys included many qualitative questions and hence could have taken several hours to complete, depending upon the level of detail provided. Different agencies provided different levels of detail.

Of 22 police agencies contacted, 20 participated in the surveys. A number of agencies provided further information at the Commission's request, sending in policies or forms used in investigations or answering clarifying questions. Sergeant Hebert of the Calgary Police Service also gave his time to meet with members of the Study Commission to discuss recent amendment to his Service's practices and procedures.

Once the completed surveys were collected, the Study Commission drafted summaries of each responding police agency's answers. Each draft summary was emailed to the respective police agency to provide it an opportunity to suggest amendments or clarifications before the report was finalized.

The Commission is grateful for the valuable information all participating police agencies provided and recognizes that they devoted much valuable time to this task. We sincerely thank each participating police agency for helping the Commission understand missing persons practices and procedures in Canada, which will ultimately assist in informing its recommendations for change.

### *TERMINOLOGY*

The following abbreviations and acronyms will be used in this report:



- CIB – Criminal Investigation Branch or Criminal Investigative Branch
- CIS – Criminal Investigation Section or Criminal Investigative Section
- CPIC – Canadian Police Information Centre
- CRPQ – Centre de Renseignements Policiers du Québec
- GIS – General Investigation Section or General Investigative Section
- MCB – Major Crime Bureau
- MCU – Major Crime Unit
- MP – missing person
- MPU – Missing Persons Unit
- NGO – Non-governmental organization
- PIMS – Police Information Management System
- PIRS – Police Information Retrieval System
- PRIME – Police Records Information Management Environment
- RCMP – Royal Canadian Mounted Police
- RCMP Detachment – RCMP
- RMS – Records Management System
- ViCLAS – Violent Crime Linkage Analysis System

Throughout this report, “identified factors” refers to the following factors enumerated in Survey 1, question 26, and Survey 2, question 45:

- MP was a woman;
- MP was a sex trade worker;
- MP was a drug addict;
- MP had a history of going missing; and
- MP was transient or believed to be of no fixed address.

In addition to avoiding undue repetition, these abbreviations, acronyms and definitions are intended to assist the reader. Full titles are sometimes used the first time the title appears in certain sections, for readers that read only certain parts of the report. However, some acronyms are used exclusively, as their full names are not commonly used or even known. In particular, some police databases are commonly referred to by their initials only.

A number of the police agencies contacted used terms that were not defined to describe internal procedures or policies. In order not to inadvertently change the import of the information provided, these terms, some of which are capitalized, have been reproduced in the summarized and paraphrased information about each police agency. For example, “Tombstone data” was not defined by any agency, but understood generally to mean a cluster of unchanging personal data associated with a file. Additionally, for accuracy, summaries of various agencies’ practices have retained the original wording used in their responses to the questionnaire. We have also followed a number of police conventions; for example, Patrol is capitalized consistently as it stands for Patrol Division or Patrol Unit.

### III. THEMES AND TRENDS IN MISSING PERSONS PRACTICES AND PROCEDURES

#### *ACCEPTANCE OF MP REPORTS*

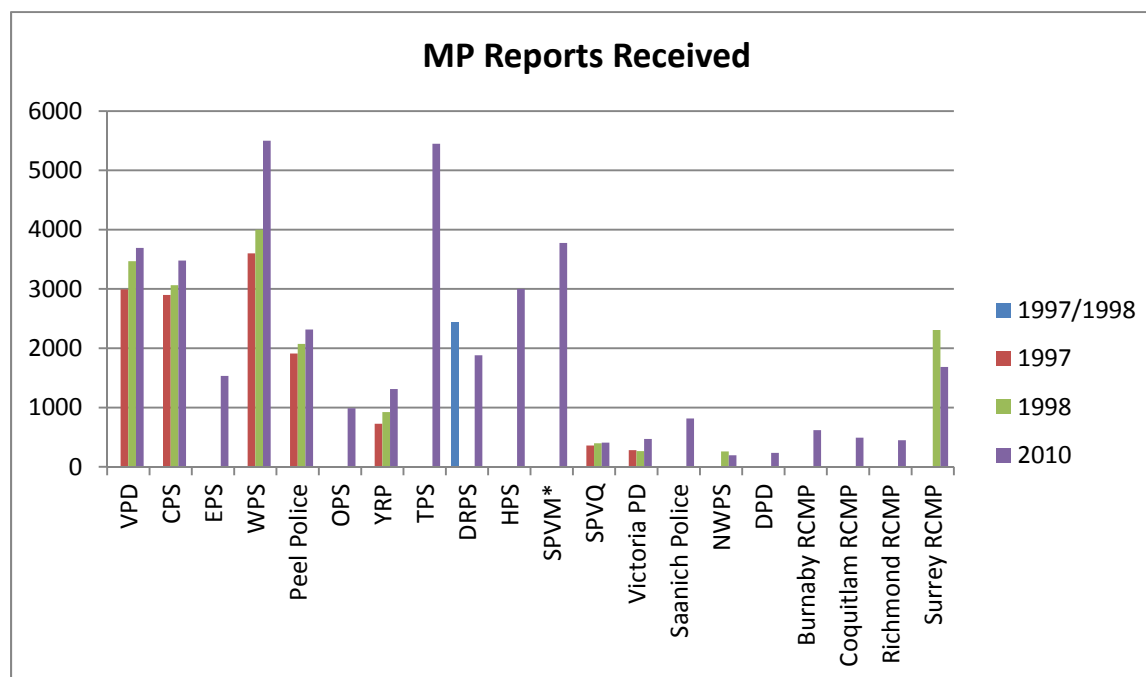


FIGURE 1: NUMBER OF MP REPORTS RECEIVED, BY POLICE DEPARTMENT

\*2009, not 2010

Figure 1 shows the number of missing person reports police agencies received in 1997, 1998 and 2010. These numbers are large: only the smallest agencies received less than one MP report per day, now or then. The large metropolitan police forces currently receive, on average, 10 or more MP reports per day. The abundance of reports poses a challenge to police agencies, which must recognize which MPs are at risk and prioritize and investigate those reports accordingly.

#### **1997/1998**

Every police agency surveyed accepted missing person reports. Generally, the responding agencies have always accepted MP reports, from when they were first established or regionalized into their current forms.

In 1997/1998, there were generally three ways MP reports were initially accepted:

- through any medium the public could access the police, such as by attending the front desk, phoning the emergency or non-emergency phone lines and by fax;
- through a dedicated Communications Centre; or
- through Patrol officers who were dispatched to attend the scene to speak to reportees on receipt of a complaint.

One distinction that emerges is that some agencies exclusively accepted MP reports through Patrol officers, who on receipt of a complaint attended the scene to interview the reportee. Agencies that accepted reports through other means might have dispatched a Patrol Unit to investigate after receipt of a MP report, but this may have only occurred in emergency or high risk situations. Therefore, Patrol officers were sometimes not dispatched. This could have been to the detriment of an MP investigation. In 2004, the Vancouver Police Department conducted a Missing Person Audit, in which it was noted that investigative problems were compounded when a Patrol Unit was not originally assigned.

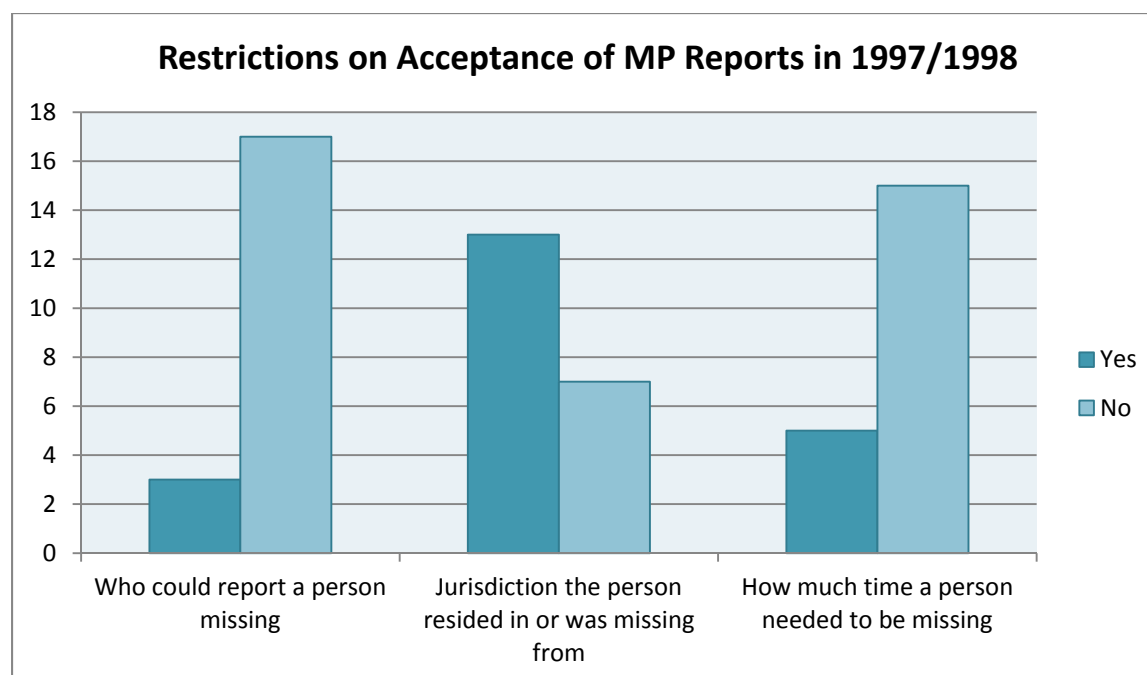


FIGURE 2: RESTRICTIONS ON ACCEPTANCE OF MP REPORTS IN 1997/1998

In 1997/1998, some police agencies had restrictions on their acceptance of MP reports.

Some police agencies restricted who could report an MP. Three agencies reported formal restrictions. These restrictions included jurisdictional restrictions, restrictions regarding the amount of information the reportee had about the MP, and third party restrictions. Additionally, other police agencies suggested there may have been informal restrictions. For example, the Burnaby RCMP Detachment reported an informal policy of radio room operators who, in some cases, suggested to reportees that they must be related to the MP to make a report. In general, restrictions on who could report a missing person were uncommon.

Of all the reporting restrictions in 1997/1998, jurisdictional restrictions were the most common. 13 police agencies reported restricting their acceptance of MP reports based on jurisdiction. However, Figure 2 must be viewed in light of the different meanings given to the question by respondents: some agencies interpreted “restriction” to mean a policy that defined which MP reports fell within the police agency’s jurisdiction; other police agencies interpreted “restriction” to mean an absolute bar on receiving reports. Many agencies that viewed “restriction” to mean an absolute bar did not

see themselves as having a restriction, because they took reports that did not fall within their jurisdictions on an exceptional basis when the responsible agency would not. On the other hand, a number of police agencies that reported restrictions in 1997/1998 clarified that even so, they took reports when the responsible agency would not.

Jurisdictional requirements were based on the MP's place of residence or where the MP was missing from or last seen; requirements varied among police forces in 1997/1998. In Ontario, only two agencies reported jurisdictional restrictions, both which required the MP to be missing from the respective jurisdictions. Interestingly, Ontario police services that reported they did not have jurisdictional restrictions all forwarded reports to the police agency where the MP resided. In Quebec, both the Service de Police de la Ville de Montréal and Service de Police de la Ville de Québec limited acceptance of MP reports to persons missing from their jurisdictions. The Winnipeg Police Service required MPs to live in the jurisdiction to take a report, but neither of the police agencies in Alberta had jurisdictional requirements.

In BC, jurisdictional restrictions were common but the basis for jurisdiction varied. The Victoria Police Department and the Coquitlam, Richmond and Surrey RCMP Detachments took reports of MPs who resided in their jurisdictions. The Saanich Police Department and Delta Police Department took jurisdiction of reports of MPs who were last seen in or missing from their jurisdictions. The Burnaby RCMP noted an inconsistent practice: some call takers advised reportees to call the jurisdiction from which the MP was missing, while others advised reportees to make MP reports in the jurisdiction where the MP usually resided. Finally, the Vancouver Police Department required the MP to either reside or have been last seen in its jurisdiction. Only the New Westminster Police Service did not report a jurisdictional requirement, accepting all reports. Because different agencies had different requirements, gaps in coverage could have occurred, with reportees trying to make a report referred back and forth between police agencies.

Although differences in policies may have created gaps, this could have been ameliorated by a number of police agencies' reported policies to accept reports when other agencies would not.

In 1997/1998, few police agencies imposed time requirements for accepting MP reports. Agencies that did identify restrictions typically referred to inconsistent requirements that the MP be missing for at least 24 hours. For example, the Vancouver Police Department's Communications Centre may have required 24 hours to elapse in the absence of suspicious circumstances or circumstances that indicated the MP was vulnerable. Similarly, the Service de Police de la Ville de Québec often asked reportees to wait 24-48 hours before accepting a report.

However, Figure 2 underestimates the number of police agencies with informal practices to require a period of time to elapse before accepting MP reports. In addition to agencies that answered the question affirmatively, three other agencies that said there were no time restrictions elaborated that an informal 24-hour requirement had been in place.

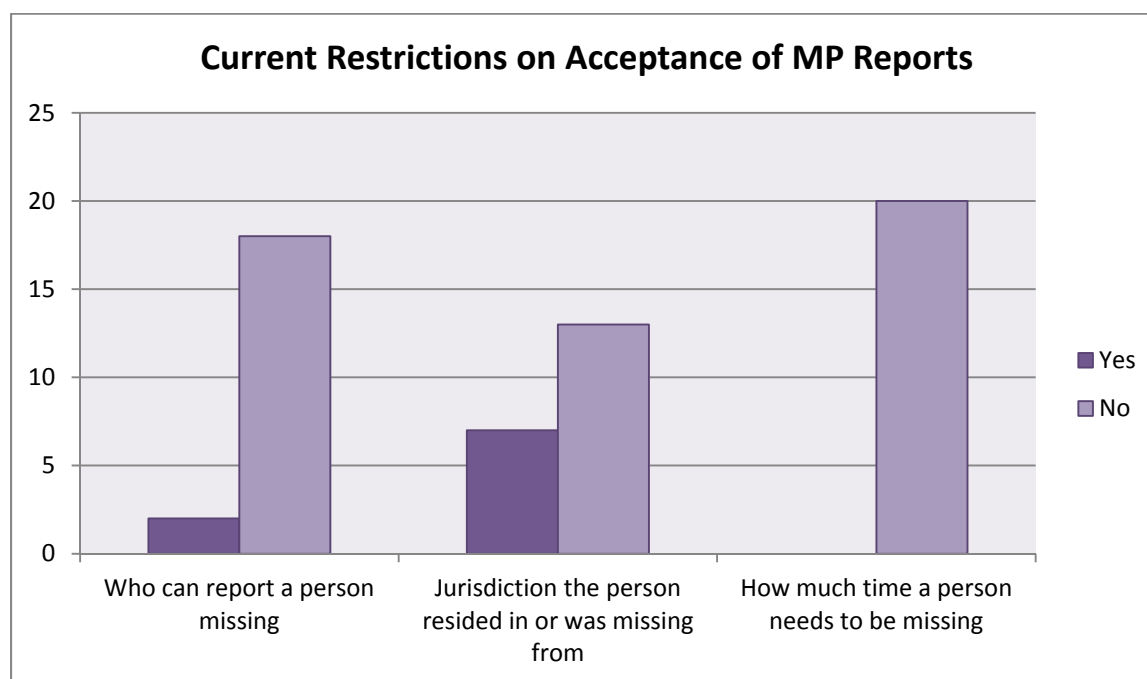
## Currently

The variety of methods for accepting MP reports in 1997/1998 continues into the present. Police agencies currently accept MP reports in a number of ways:

- through any medium the public can access the police, such as by attending the front desk, phoning the emergency or non-emergency phone lines and by fax,
- through a dedicated Communications Centre,
- through 911, or
- through Patrol officers who attend the scene and speak to the reportee once an MP complaint is received.

As in 1998, some police agencies only accept reports through Patrol officers, requiring a police officer to attend the scene and speak to the complainant before a report is accepted. This often serves as the start of the investigation. This model is employed by the Toronto Police Service, the Peel Regional Police, and the Service de Police de la Ville de Québec, among others.

Since the person taking the initial complaint is generally responsible for opening the MP file, a variety of personnel is responsible for opening MP files: front counter personnel, Patrol officers, and dispatch personnel or members of communications centres.



**FIGURE 3: CURRENT RESTRICTIONS ON ACCEPTANCE OF MP REPORTS**

Figure 3 illustrates that few police agencies report current restrictions on acceptance of MP reports.

There are currently only two jurisdictions with restrictions regarding who can report an MP.

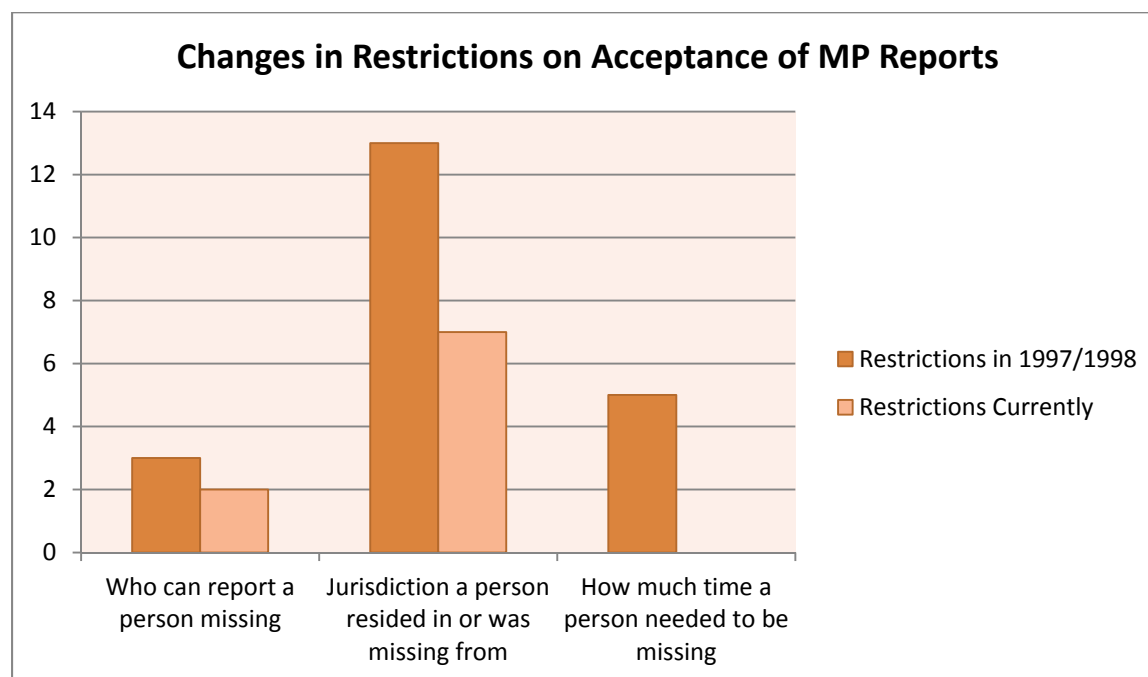
As discussed above, there are different interpretations of the meaning of jurisdictional “restriction”; therefore, Figure 3 may misrepresent the number of police agencies that limit acceptance of MP reports based on jurisdiction. Some agencies did not identify as having jurisdictional restrictions because they take and forward MP reports determined to be outside their jurisdiction. For example, the Durham Regional Police Service, which identified as not having a restriction, requires the first responding officer to generate a report, enter the MP’s details on CPIC and provide the police service with jurisdiction the report after contacting its officer in charge. Other agencies identified jurisdictional restrictions but clarified that they will accept and forward MP reports to the appropriate police agency.

Police agencies typically base jurisdiction on where the MP was last seen. Most police agencies in BC have adopted this policy or accept MP reports both if the MP was last seen or resided in the jurisdiction. However, there seems to be differences in jurisdictional policies among police agencies on Vancouver Island. The Saanich Police Department determines jurisdiction based on where the MP resides; the Victoria Police Department determines jurisdiction based on where the person was last seen. However, this inconsistency might be ameliorated by the fact that police agencies may accept reports that are outside their jurisdictions.

Many responding police agencies noted they take reports that fall outside their jurisdictions, either as a matter of course or in specific circumstances. Some noted they would always do this to avoid having to refer reportees. For example, the York Regional Police is responsible for compiling the MP report if the MP resides in another jurisdiction: after compiling the report, entering it on CPIC and issuing a zone alert, the York Regional Police will forward the report to the jurisdiction where the MP resides. The Durham Regional Police Service follows a similar protocol. The Saanich Police Department also has a current policy that requires officers to generate MP files for all MPs on PRIME and forward them to the appropriate police agency. Regardless of where the MP resides or was last seen, the Richmond RCMP will take the report and take at least some investigative steps, though ultimately, depending on the circumstances, the file may be passed onto another police agency. In addition, other police agencies, for example the Delta Police Department, note they will take MP reports when the appropriate police agency will not do so.

No police agencies currently have requirements that the MP must be missing for a certain amount of time before an MP report will be taken. In addition to removing any formal time requirements, police agencies whose call takers or police officers previously informed reportees that there were waiting periods, absent formal policies, have addressed this issue; no informal policies remain.

## Trends



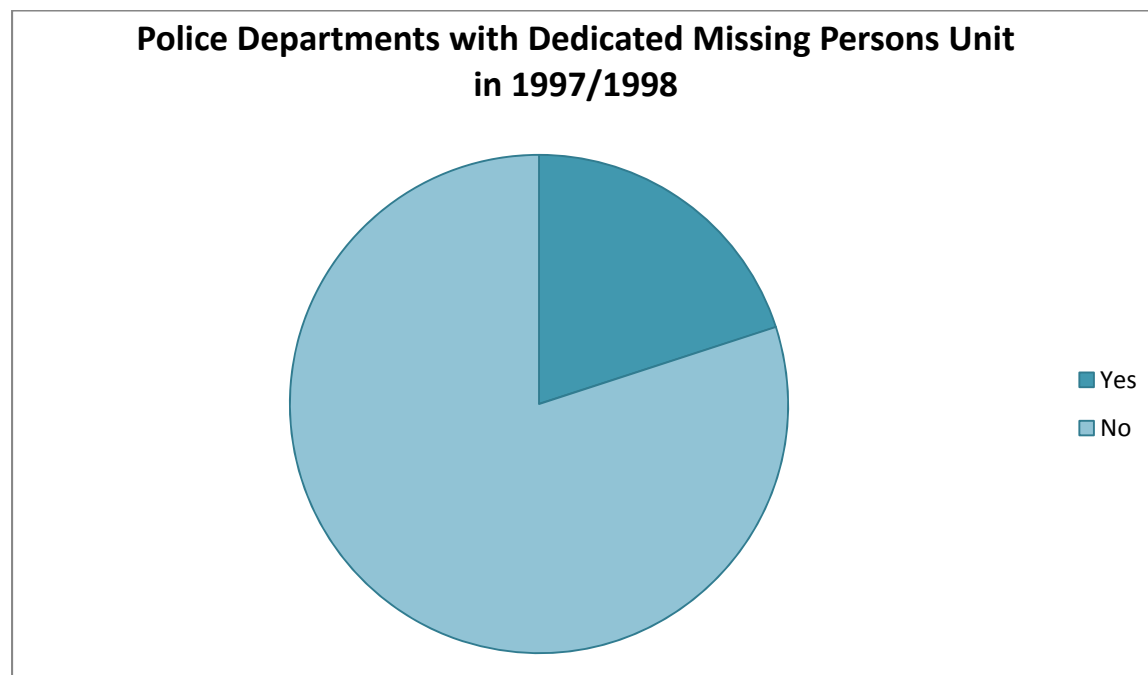
**FIGURE 4: CHANGES IN RESTRICTIONS ON ACCEPTANCE OF MP REPORTS**

How police agencies initially receive reports has changed little since 1998. Examples of some changes can be found at the Calgary Police Service and Edmonton Police Service. The Calgary Police Service now only accepts MP reports through Public Safety Communications. The Edmonton Police Service currently only accepts MP reports through 911 to ensure consistency, rather than accepting reports by phone, attendance at the front counter or to Patrol as it did in 1998.

Since 1998, the number of police agencies with restrictions on the acceptance of MP reports has decreased in all categories, as demonstrated in Figure 4. Restrictions concerning who can make MP reports and jurisdictional restrictions have decreased, and time requirements have been eliminated. More police agencies accept reports for MPs outside their jurisdictions and forward them to the appropriate police agency, limiting the need to refer reportees. As a result, there are fewer barriers to reportees making missing person reports now than there were in 1997/1998. With fewer barriers, the possibility that MP reports may not be reported or accepted by any police agency may also decrease.

## RESOURCES

1997/1998



**FIGURE 5: POLICE DEPARTMENTS WITH MPUS IN 1997/1998**

Figure 5 illustrates that dedicated Missing Persons Units were rare among responding police departments in 1997/1998. Most police departments assigned MP investigations to officers in Patrol or general investigation divisions.

When dedicated MPUs existed, they usually consisted of a single position. This position was often a Constable or investigator rank. Uniquely, the Ottawa Police Service MPU was staffed by a Sergeant and the Vancouver Police Department MPU was staffed with a civilian staff member who assisted the Detective.

Often, officers in MPUs were assigned full time and conducted follow-up investigations on MP files. This was the case at the Vancouver Police Department and Ottawa Police Service.

Another common scenario saw the MPU officer acting as a MP Coordinator, reviewing and monitoring files and assigning them to different units for investigation, a practice followed by the Calgary Police Service and Edmonton Police Service.

Some departments without dedicated MPUs had MP Coordinators that were a part of other units. In the case of the Peel Regional Police, the MP Coordinators in each Divisional Detective Bureau did not investigate MP reports but ensured they were assigned and given resources as required. The Victoria Police Department assigned a member from the Detective Office exclusively to conduct

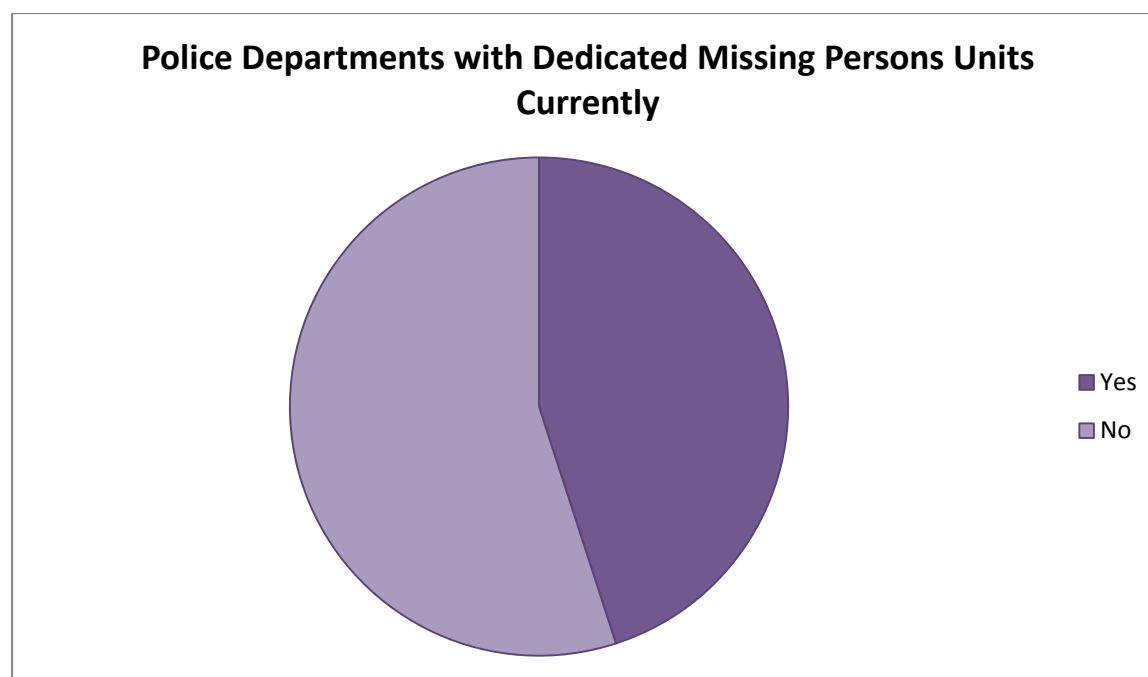


follow-up investigations for MPs and domestic assaults once the initial Patrol investigations were complete.

Because police agencies understood what constituted a dedicated MPU differently, the above chart must be interpreted in light of those differences. Some police departments thought a dedicated MP Coordinator qualified as a distinct MPU; other police departments did not. For example, the Winnipeg Police Service identified as not having a dedicated MPU despite its four full-time civilian specialists who worked exclusively on MPs, taking initial reports, conducting risk assessment and forwarding files to a Staff Sergeant who assigned Detectives for investigation. Thus, this question did not capture the resources each police agency dedicated to MPs and should be interpreted accordingly.

Furthermore, whether a police agency committed resources exclusively to MPs does not necessarily reflect the amount of resources it provided to MP investigations. Many investigative resources could be assigned among divisional or general investigative detectives, or other officers in a police force, absent an exclusive assignment to MPs investigations.

### Currently



**FIGURE 6: POLICE DEPARTMENTS WITH MPUS CURRENTLY**

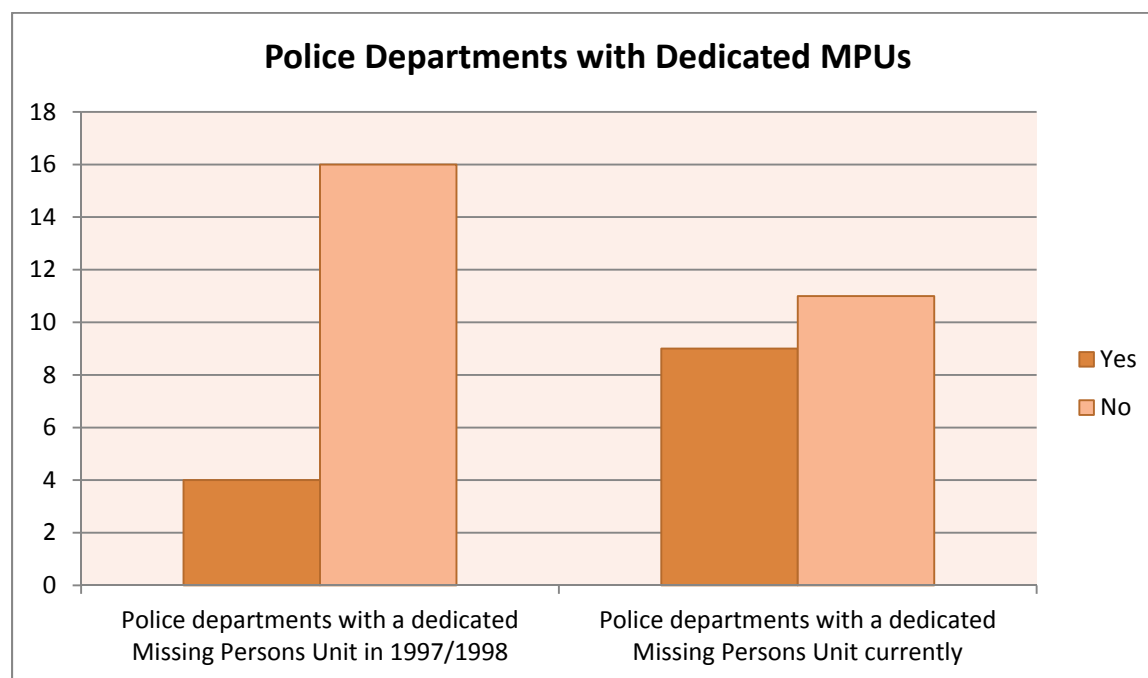
Currently, almost half of the responding police agencies have dedicated MPUs.

Dedicated MPUs have a range of staffing levels. The Hamilton Police Service MPU consists of one full-time officer and the Winnipeg Police Service's MPU is staffed by six investigators and four civilian specialists. Often, a Sergeant supervises the MPU exclusively, as at Ottawa Police Service, or supervises the MPU and another unit, the case at the Surrey RCMP.

Officers assigned to MPUs may oversee, review and assign MP files to other units or actively investigate MP files. For example, the MP Coordinator at the Hamilton Police Service acts as a central coordinator who oversees all MP reports and investigations, while Winnipeg Police Service MPU officers conduct follow-up investigations.

Police agencies without MPUs committed other resources to MP investigations. These agencies typically assign initial investigations to Patrol officers or divisional investigators, and may have additional officers or units that provide support or supervision to MP investigations. For example, the Peel Regional Police does not have a dedicated MPU but designates an officer in each Divisional Detective Bureau as the MP Coordinator for review of MP reports. The Coquitlam RCMP's MP files are investigated by an assigned primary investigator or designate, who are supported by Investigative Support Teams and General Duty Watches.

## Trends



**FIGURE 7: CHANGES FROM 1998 TO PRESENT IN POLICE DEPARTMENTS WITH DEDICATED MPUS**

Figure 7 illustrates an increase in the amount of resources devoted to MP files as represented by dedicated MPUs, from one fifth to nearly half of police agencies. It appears that Canadian police agencies currently have greater capacity and supervision of MP reports than they did in 1997/1998. Police agencies without dedicated MPUs might also have increased their capacity for MP investigations, reflected by a greater commitment of staff and resources to accept, analyze, investigate, review and oversee MP reports.

## ASSESSMENT OF PRIORITY

1997/1998

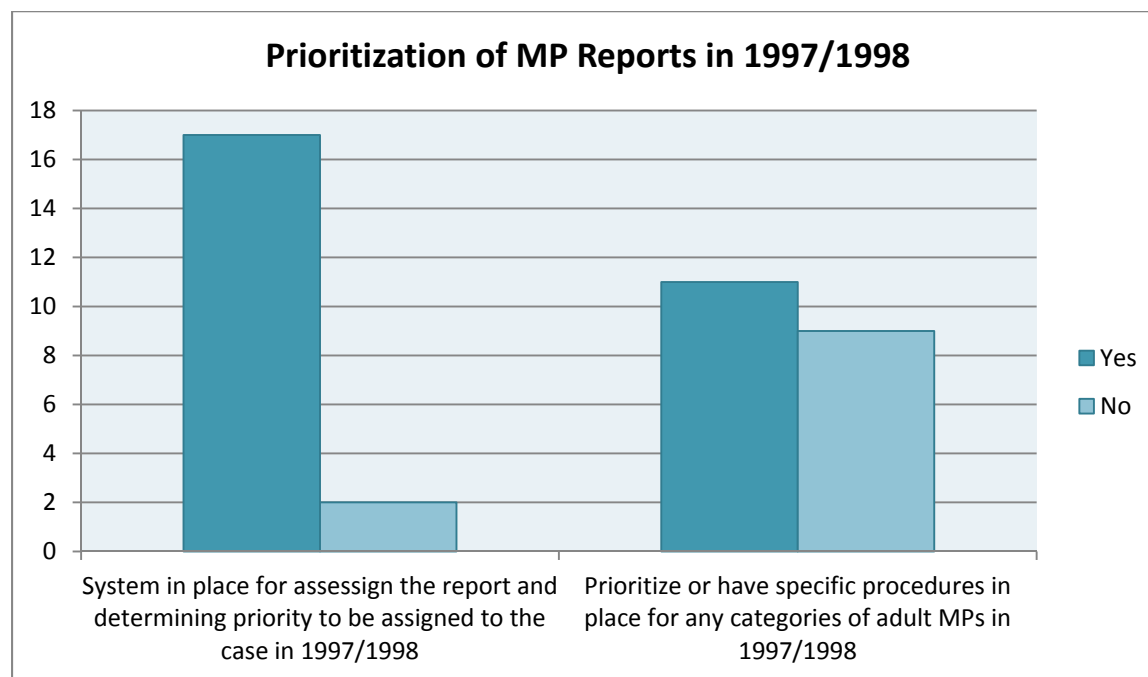


FIGURE 8: CURRENT SYSTEM TO ASSESS MP REPORTS AND CURRENT PRIORITIZATION FOR CATEGORIES OF MPS

In 1997/1998, the majority of responding police agencies had systems for assessing the priority of MP reports. The majority also prioritized particular categories of MPs.

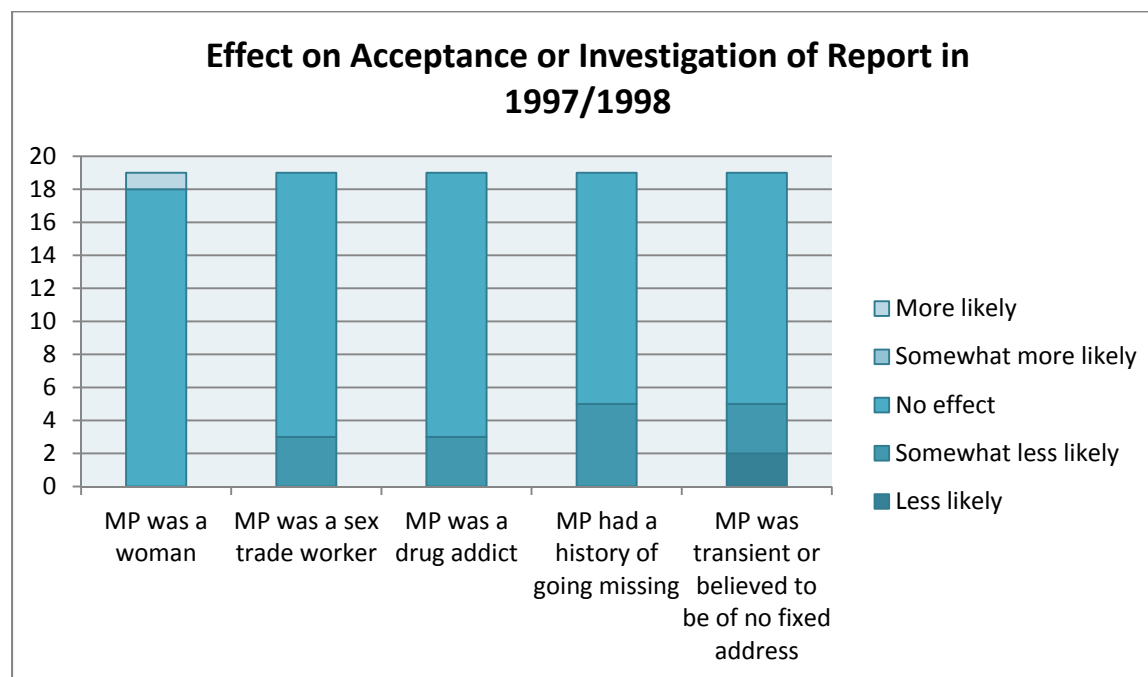
Systems to assess and determine priority of MP reports were assorted. They were both formal and informal, but tended towards the informal, involving subjective and discretionary assessments or procedures.

Among the systems for prioritization, the factors that indicated priority were not uniform, but generally specified MPs who were very young, old, or suffered from mental illness or infirmity; inclement weather conditions; unusual or suspicious circumstances; or indications of foul play. The Durham Regional Police Service additionally considered cases where the MP had displayed suicidal tendencies.

Specific procedures for categories of adult MPs are closely related to assessment systems. In fact, based on the responses, an assessment of priority and a categorization of the MP were often the same. Categorizations of MPs could also relate to name registries for elderly persons and those suffering from Alzheimer's or similar diseases, or the use of a Search Urgency Chart, an investigative tool used in Ontario police agencies including Toronto, York and Hamilton to assess the relative urgency and appropriate response to a missing person incident.

Based on the assessment of priority or categorization of adult MPs, police agencies had policies in place for escalating the response or urgency, such as assigning the file for immediate follow up to

the detective division; assigning the file to a specialty unit, such as Major Crime; providing more supervisory oversight or responsibility; or following specific investigative steps. For example, the Durham Regional Police Service outlined investigative procedures that were determined by the assessment of priority, such as requiring the Patrol Supervisor to assume responsibility for the investigation and notify the MCU if the circumstances were unusual or suspicious.



**FIGURE 9: IN 1997/1998, FACTORS AFFECTING ACCEPTANCE OR INVESTIGATION OF MP REPORTS**

When asked whether certain factors would have affected the acceptance or investigation of MP reports in 1997/1998, most police agencies responded no: there would have been no effect. The lack of impact these factors had on acceptance and investigation of MP reports is demonstrated in Figure 9.

It is apparent that women, sex trade workers, drug addicts, people with histories of going missing, or people who were transient or believed to be of no fixed address were not prioritized or otherwise considered high risk by police agencies in 1997/1998. There was one exception: the Ottawa Police Service was more likely to accept or investigate reports of missing women at the time.

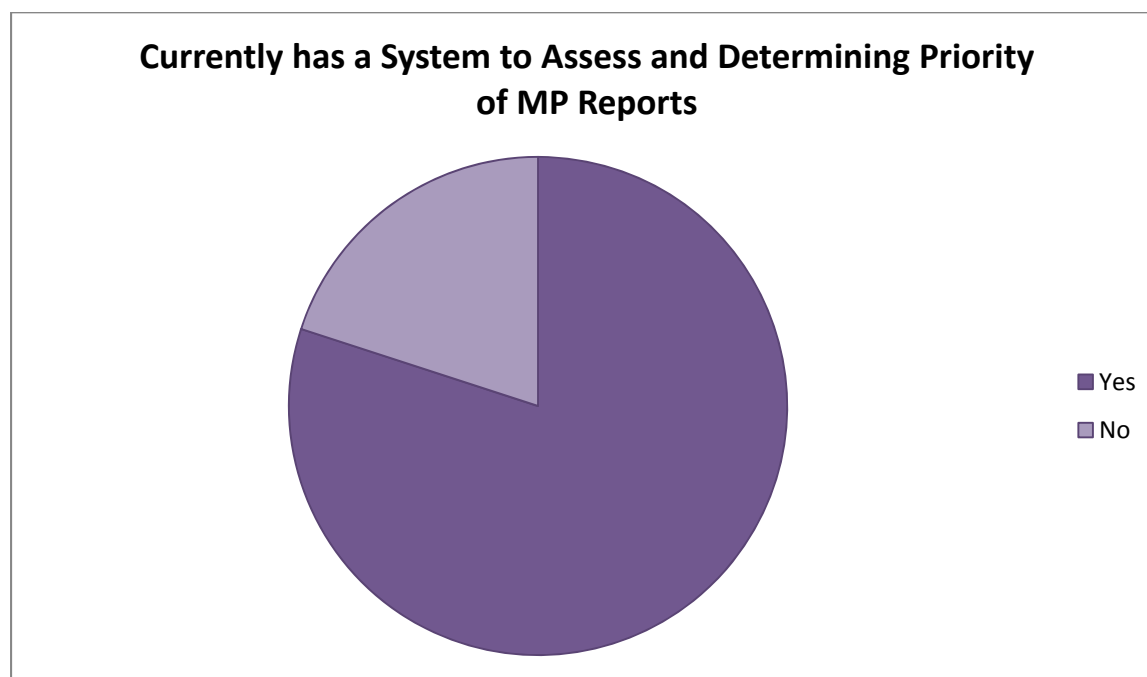
Rather than indicate priority, the above factors influenced some police agencies to be less likely or somewhat less likely to accept or investigate MP reports. For example, in case of the identified factors except female MPs, the Service de Police de la Ville de Québec generally advised reportees to wait 24 to 48 hours before reporting.

Police agencies often explained their “no effect” responses by remarking all MPs reports were accepted and investigated equally, regardless of circumstance. For example, the York Regional Police stated that, regardless of the circumstances, a report would be compiled and investigated.

However, some police agencies qualified their responses that the identified factors would have had no effect. The Calgary Police Service's responses indicated the identified factors would have had no effect, but also candidly provided that, nonetheless, it should not be thought that they never had any influence in 1997/1998: the Calgary Police Service took reports but did not complete a full investigation in the majority of cases. The Durham Regional Police Service explained that the identified factors would not have affected an MP report's acceptance, but could have affected the response and investigative measures taken as a result of the resources assigned to the investigation. The Victoria Police Department clarified that the response to a sex trade worker reported missing depended on the circumstances or situation: it was more likely to investigate if there were suspicious circumstances; however, if there was nothing suspicious about her disappearance and it was believed she moved to another street, the Victoria Police Department was less likely to investigate. Perhaps acknowledging the changes in perception or risk that have occurred since, the Edmonton Police Service stated that there was no specific risk assessment in place in 1997/1998 that recognized the identified factors.

Police agencies that answered they would have been somewhat less likely or less likely to accept or investigate provided reasons that often revealed low expectations of some MPs' reliability. For example, the Saanich Police Department stated that people falling into all of the identified factors except "women" were considered at the time to be less reliable and less likely to comply with regular schedules and responsibilities. The Victoria Police Department also identified issues it had in 1997/1998 with chronic runaways that influenced the acceptance or investigation of persons with histories of going missing or those believed to be transient or of no fixed address. Succinctly, the Ottawa Police Service responded that the lifestyle of the MP would dictate police action. Generally the identified factors were not recognized as placing an MP at higher risk; rather, they may have resulted in MPs being treated as lower risk because of the perception that they were unreliable and difficult to investigate.

## Currently



**FIGURE 10: CURRENT SYSTEM IN PLACE FOR ASSESSING MP REPORTS**

Figure 10 shows that 80% of responding police agencies indicated they currently have systems in place for assessing and determining the priority of MP reports.

The responding police agencies identify various systems for prioritizing MP cases. Formal systems can be found at the York Regional Police, which uses a Search Urgency Chart to assign a score to each MP file received; the Calgary Police Service, which assesses priority pursuant to fixed and objective criteria outlined in its Risk Assessment Matrix; and various BC police agencies, including the Coquitlam RCMP, which conduct risk assessments pursuant to risk assessment template. There are also instances of less formal systems, which may allow greater discretion in assessing priority: for example, the Winnipeg Police Service assesses reports based on fixed criteria but evaluations and responses more fluidly.

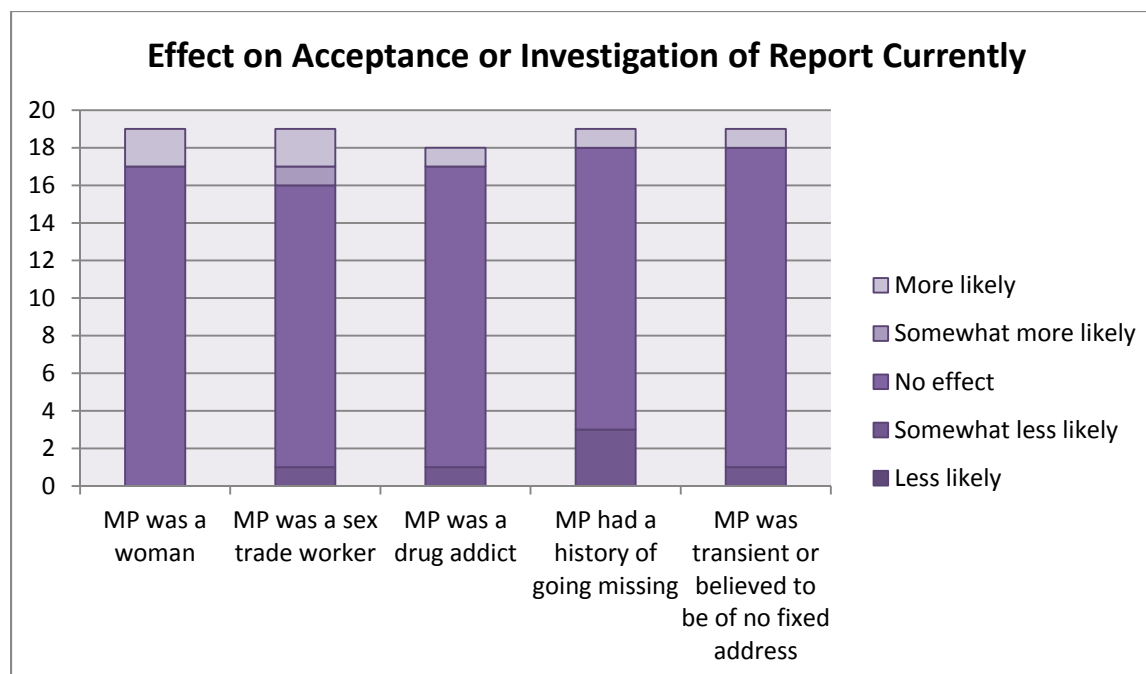
The types of MPs considered more vulnerable and the situations that dictate greater priority have not changed dramatically since 1998. Police forces generally agree MPs are a priority if they are very young, aged, ill or infirm, or have mental illnesses. For example, the Toronto Police Service prioritizes MPs who are under 16 years and judged likely incapable of caring for themselves, mentally challenged, over 70 years, aged, or infirm, or if there is evidence of foul play.

However, that is not to say there have been no changes regarding who police agencies perceive as vulnerable. For example, the Edmonton Police Service considers “high risk lifestyle choices” and “addiction issues” in its MP risk assessment. The Hamilton Police Service identifies Aboriginal women among MPs it considers vulnerable. The New Westminster Police Service classifies sex trade workers who have gone missing while working in the sex trade and substance abusers who are believed to owe money to support additions, among others, as “increased risk” MPs. The Calgary

Police Service's Risk Assessment Matrix categorizes MPs involved in the sex trade, in drug trafficking and in "high-risk behaviour" as high risk; it also assesses circumstances surrounding drug or alcohol dependency. These developments are noteworthy.

When MPs are categorized as high risk, assessment systems prescribe specific investigative procedures. The following examples illustrate some procedures:

- the Toronto Police Service's policy requires divisional investigators to conduct Level 2 and 3 MP investigations, investigations identified as higher risk, pursuant to the incident management system, with initial reporting officers continuing lower risk Level 1 investigations;
- the Saanich Police Department dispatches high risk complaints falling under its Priority 1 and 2 categorizations, immediately and lower risk, or Priority 3, complaints as soon as possible;
- for "increased risk" MP files, the New Westminster Police Service requires consultation with the Supervisor from the Criminal Investigation Section, who forwards certain files to Major Crime;
- the Duty Inspector and Detective Sergeant of the Peel Regional Police are notified when urgency exists, and the officer in charge of Homicide and the Missing Persons Bureau is immediately notified when circumstances are unusual or strongly indicate a possibility of foul play;
- for "endangered" and "high risk" MPs, the Calgary Police Service requires immediate deployment of police resources and directs investigators to consult with supervisors and consider using additional resources;
- the Durham Regional Police Service requires the Patrol Supervisor to take responsibility for the investigation of certain MPs, and the Duty Inspector to obtain situation reports and request additional resources as required in situations of suspicious circumstances and evaluate cases of vulnerable MPs; and
- at the Vancouver Police Department, after the Field Supervisor's assessment of priority, the Duty Officer is consulted if the file is "high risk" and the MPU can be contacted for advice or to take charge of an investigation.



**FIGURE 11: FACTORS CURRENTLY AFFECTING ACCEPTANCE OR INVESTIGATION OF MP REPORTS**

As illustrated by Figure 11, the majority of responding police agencies stated that such factors as whether the MP was a woman, a sex trade worker or a drug addict, had a history of going missing, or was transient or believed to be of no fixed address had no effect on the acceptance or investigation of MP reports. Some clarified that all MP reports are taken and investigated, regardless of the identified factors.

The “no effect” responses must be assessed in light of systems for determining priority. Of police departments that answered the above factors would have no effect, some have policies that prioritize MP cases based on circumstances related to the above factors. Some clarified this issue in their responses, stating that, although the above factors would have not affect the acceptance of MP reports, they may affect the investigation: an investigation and its priority are determined according to a risk assessment and a review of the totality of the circumstances, not any single factor. Some more clearly indicated that the identified factors could increase priority: the Delta Police Department noted that background factors and disabilities are taken into consideration in advancing a file; and the Victoria Police Department stated that it recognizes that MP files of vulnerable people and people from high risk groups must be prioritized above files of chronic runaways whose circumstances do not indicate risk.

Some police agencies responded that they are somewhat less likely or less likely to accept or investigate reports based on the identified factors. A minority of police agencies indicated they are somewhat less likely to accept or investigate MP reports if the MP is a sex trade worker or a drug addict, or was transient or believe to be of no fixed address. A slightly greater number of police departments are somewhat less likely to accept or investigate reports of MPs with histories of going missing. For example, the Calgary Police Service explained it was somewhat less likely to investigate an MP report where the MP had a history of going missing, because its risk assessment

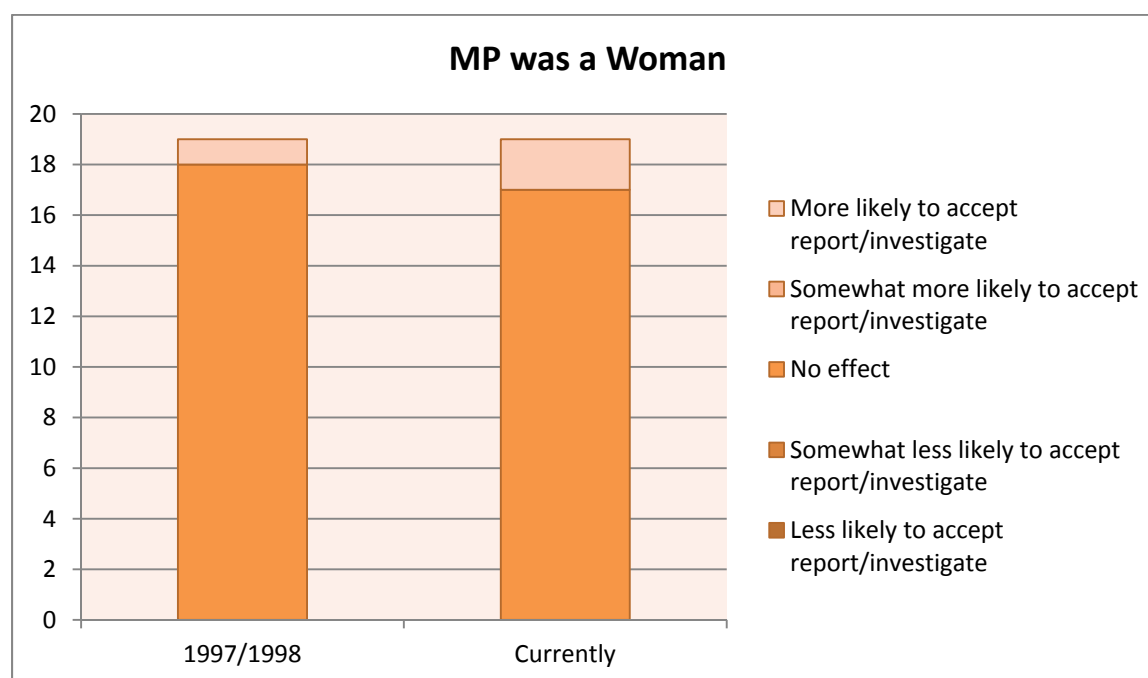


evaluates behaviour which is outside the MP's regular pattern; but an MP with a history of going missing might be characterized as higher risk under another category in the Calgary Police Service's risk assessment.

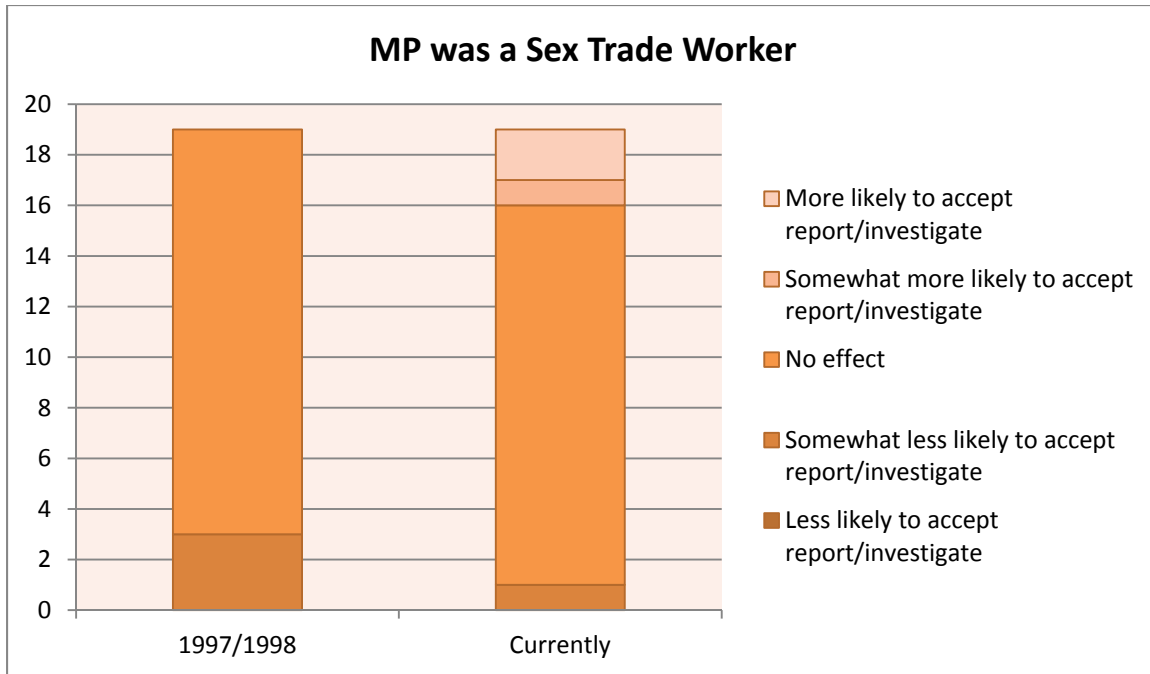
Some police forces were somewhat more likely or more likely to accept or investigate reports of MPs in the above situations. This response was most prevalent for MPs involved in the sex trade, with three police forces somewhat more likely or more likely or to accept or investigate. Notably, the Service de Police de la Ville de Montréal indicated it was more likely to accept or investigate reports of MP with all of the identified factors.

## Trends

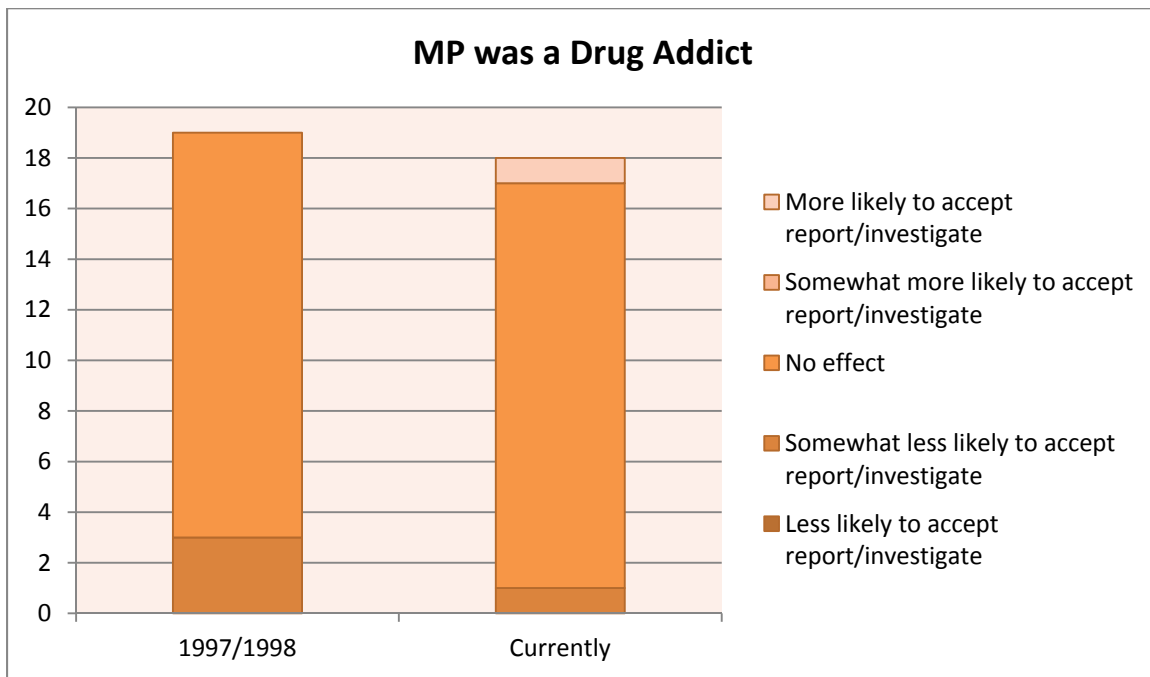
The influence the identified factors have on the acceptance or investigation of MPs reports has changed somewhat between 1998 and now, although the changes are small.



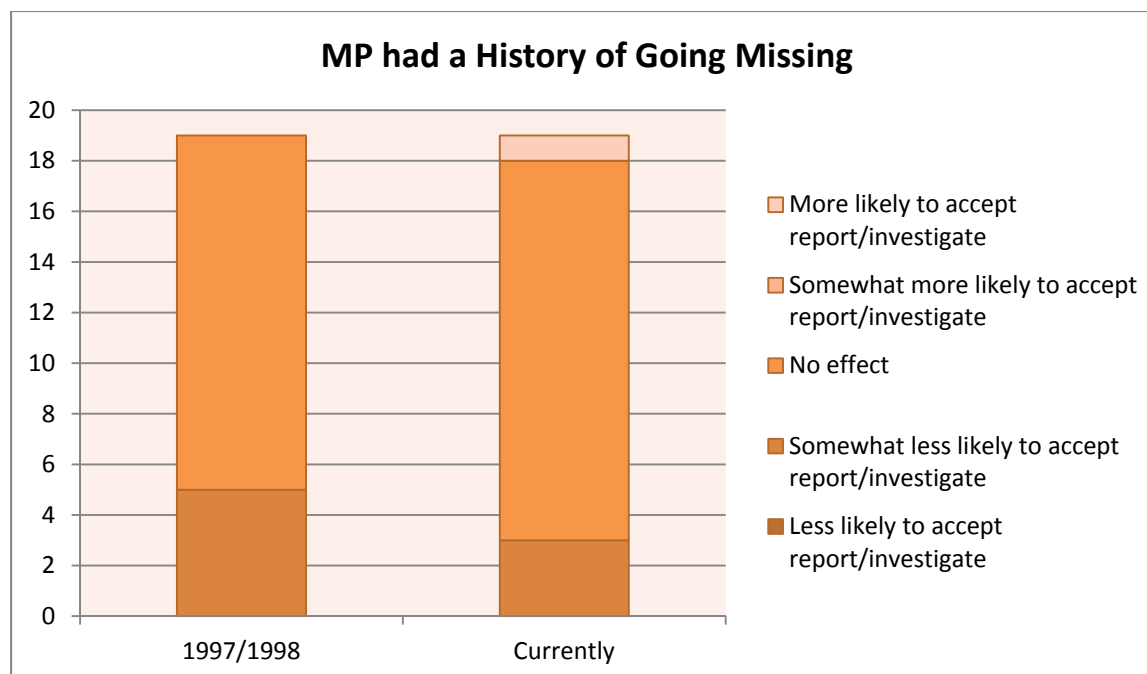
**FIGURE 12: EFFECT ON ACCEPTANCE OR INVESTIGATION OF REPORT IF MP WAS A WOMAN**



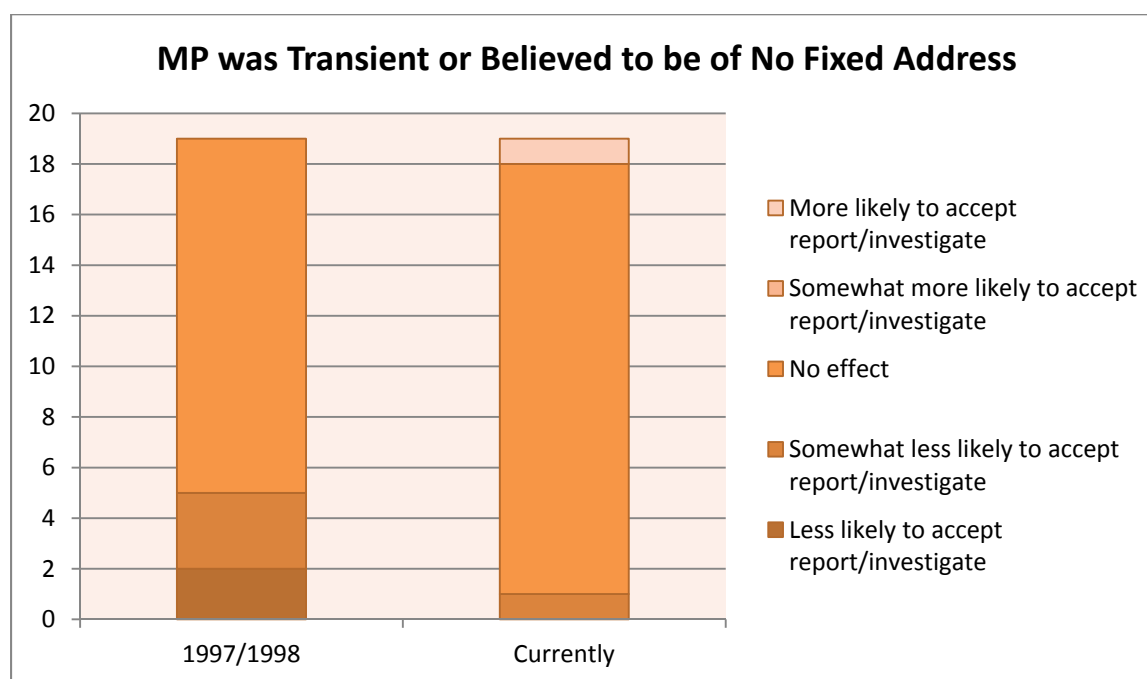
**FIGURE 13: EFFECT ON ACCEPTANCE OR INVESTIGATION OF REPORT IF MP WAS A SEX TRADE WORKER**



**FIGURE 14: EFFECT ON ACCEPTANCE OR INVESTIGATION OF REPORT IF MP WAS A DRUG ADDICT**



**FIGURE 15: EFFECT ON ACCEPTANCE OR INVESTIGATION OF REPORT IF MP HAD A HISTORY OF GOING MISSING**



**FIGURE 16: EFFECT ON ACCEPTANCE OR INVESTIGATION OF REPORT IF MP WAS TRANSIENT OR BELIEVED TO BE OF NO FIXED ADDRESS**

Figures 12 through 16 show that police agencies have shifted toward considering the identified factors indicators of risk. The shift, however, is not large. More police agencies now identify the named factors as suggestive of risk or vulnerability, but the change is not universal.

The small changes reflected in Figures 12 to 16 may be indicative of a greater movement. As noted previously, a number of police agencies consider factors related to the identified factors in their assessment of MP reports, but many of these agencies nevertheless responded that the above factors would have no effect. Yet it remains that police increasingly consider circumstances relating to the identified factors in their assessments of priority. Therefore, it is likely that these charts underestimate the trend towards viewing women, sex trade workers, drug addicts, those with histories of going missing, or those transient or believed to be of no fixed address as vulnerable, and consequently underestimate the likelihood that police agencies will prioritize their MP reports.

There is also evidence that these changes will continue. The Vancouver Police Department is in the process of submitting an amendment to the Vancouver Police Board that will affect the prioritization of MPs. The amendment includes an evaluation of whether MPs falling under the definition of “marginalized people” should be investigated as high risk MPs. Notably, the definition of “marginalized people” includes homeless people, people with alcohol or drug addictions or mental disorders, sex trade workers and anyone that may be subject of a cultural bias.

## *INVESTIGATION*

### **1997/1998**

In 1997/1998, MP investigations took many forms.

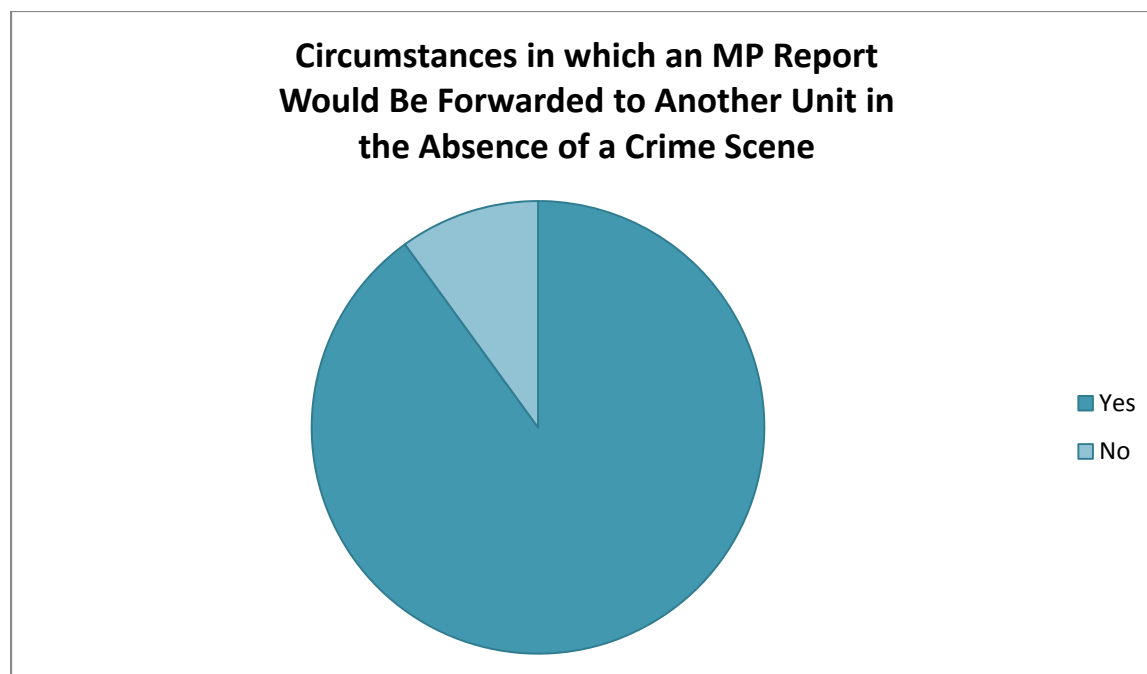
In most cases, the initial investigation was conducted by a Patrol or General Duty officer: almost all policies called for MPs investigations to begin with Patrol. However, as noted in the section on acceptance of MPs reports, Patrol officers were sometimes not dispatched. It seems likely that in those cases, the initial and follow-up investigations were conducted by the same officer.

After the initial Patrol investigation, processes diverged. At some police agencies, including the New Westminster Police Service, the assigned Patrol officer continued the investigation. At other agencies, MP files were transferred for follow-up investigation. Sometimes policy required that MP files were transferred after a certain amount of time had passed; files were also often transferred in cases with suspicious circumstances or foul play. For example, at the Saanich Police Department, MP files outstanding after 48 hours or files with suspicious circumstances were forwarded to the Detective Division for assignment to a plainclothes officer.

In police agencies with dedicated MPUs, MP officers generally inherited files from Patrol. Examples of this can be found in the practices of the Vancouver Police Department and Victoria Police Department, where the dedicated MPU or MP Coordinator conducted follow-up investigations.

At some agencies, MPU Coordinators assigned files to investigative units: this was the function of the Calgary Police Service's MP Coordinator.

Most police agencies employed multiple divisions or units, included Major Crime or Homicide Units, in MP cases. Dedicated MPUs had reporting relationships or interactions with other units and relationships among different units regarding MP files existed equally within police agencies without dedicated MPUs.



**FIGURE 17: RELATIONSHIP AND REFERRAL RE MP REPORTS IN 1997/1998**

MP investigations were often referred to different units within police agencies in 1997/1998. Specifically, Figure 17 illustrates that most police agencies had procedures to enable the transfer of MP files to other units, even in the absence of a crime scene.

MP files in many instances could be referred to a MCU or Homicide Unit for follow-up investigation or review. Typically, files were referred in suspicious circumstances or when evidence indicated foul play:

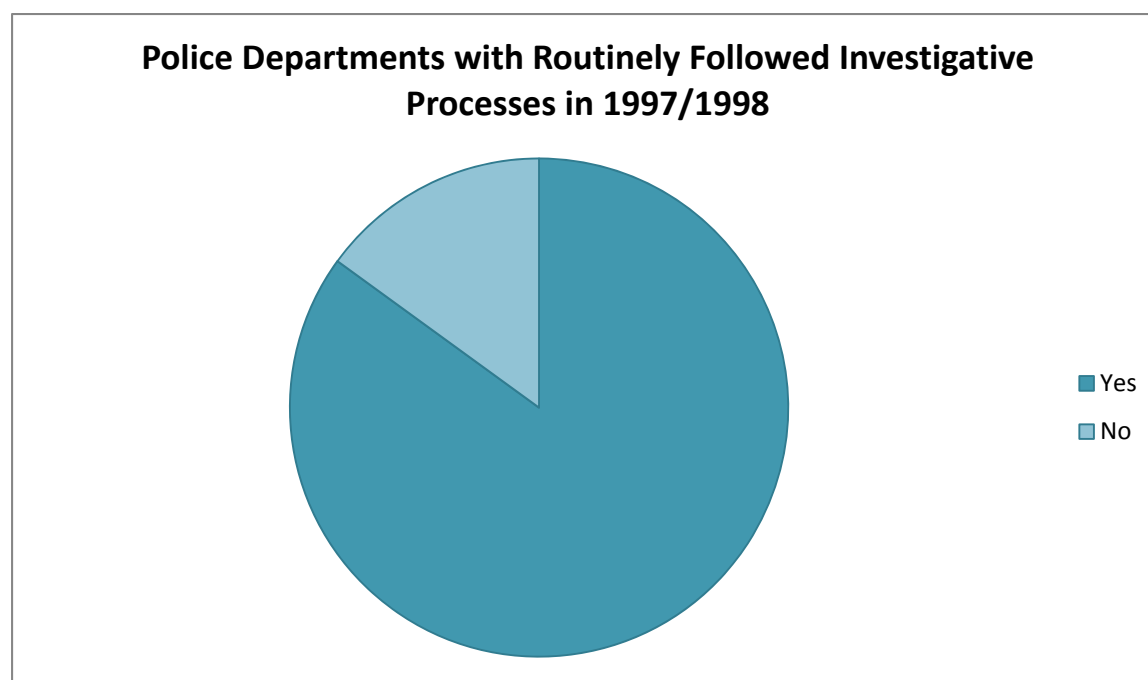
- at the Winnipeg Police Service, the MCU or Homicide Unit was engaged or advised in suspicious circumstances or when death or foul play was suspected;
- the Peel Regional Police required the officer in charge of the Homicide Bureau to be notified immediately in the case of suspicious or unusual circumstances;
- the Calgary Police Service MP Detective could access any other unit based on the circumstances of the report;
- the Durham Regional Police Service Homicide Unit was available as a resource, if required, to complete follow-up investigations in suspicious or unusual circumstances;
- the Edmonton Police Service policy prescribed all MP's reports outstanding after the two-week diary date to be forwarded to the Homicide Section Staff Sergeant for diary dating to the Criminal Investigative Section; and
- the Surrey RCMP's Homicide and Major Crime Units were available in cases of suspicious circumstances or foul play.

In some police agencies, including those too small to support dedicated Major Crime or Homicide Units, files with suspicious circumstances or foul play were transferred from Patrol to investigative divisions:

- the Saanich Police Department required referral of MP files from Patrol to the Detective Division in suspicious or serious circumstances;
- at the Burnaby RCMP, MP cases with suspicious circumstances or high priority could be referred to the General Investigation Section for additional follow up;
- all MPs reports held by the Richmond RCMP with suspected foul play were referred to the GIS; and
- the Delta Police Department's policy dictated that if the circumstances surrounding the MP were suspicious and out of character for the MP, the file would be forwarded to the Criminal Investigation Branch immediately.

Information on MP files could also come into the hands of members of Major Crime or Homicide Units due to organizational or reporting structures. For example, the Ottawa Police Service MPU was a part of the Major Crime Unit and the Vancouver Police Department MPU was under the Violent Crime Section and reported to the non-commissioned officer in charge of Homicide Squad 2.

Many police departments' policies enabled MP files to be referred to Homicide or Major Crime Units absent a crime scene. As noted above, typically these referrals would be made in cases of suspicious circumstances, foul play or suspected homicide. Additionally, in some police agencies, MP files might be referred to Homicide Units after a certain elapse of time: for example, this was the practice at the Peel Regional Police. However, some agencies noted that the standard for referral was high and therefore not met often: the Coquitlam RCMP noted that files were not reassigned absent exceptional circumstances, but if situational factors indicated a file was suspicious, it could be passed to the Serious Crimes Section.



**FIGURE 18: POLICE DEPARTMENTS WITH ROUTINELY FOLLOWED INVESTIGATIVE PROCESSES AFTER RECEIPT OF AN MP REPORT IN 1997/1998**

In 1997/1998, most police agencies had routinely followed investigative processes, as demonstrated by Figure 18. The descriptions police agencies gave of their regularly followed investigative processes had common elements. They comprised general investigative protocols, and often included a number of specific steps:

- obtain statement and detailed description of MP;
- interview reportee, any witnesses who last saw the MP, and family and friends of the MP;
- search the area, areas the MP frequented and hospitals;
- obtain a photo of the MP;
- enter information into CPIC;
- obtain dental records of the MP (sometimes only in certain circumstances);
- check records; and
- assign a diary date.

Some policies strictly delineated investigative processes; other policies were more general and prescribed fewer or less detailed procedures. For example, the Durham Regional Police Service's former directive on MPs outlined very specific steps to be followed in three discrete phases in MP investigations; the New Westminster Police Service, a smaller police force, provided more general direction in its 1998 policy, advising that MP investigations would be conducted using the general criteria for all investigations.

## **Currently**

There continues to be diversity in the investigation of MPs among Canadian police agencies.

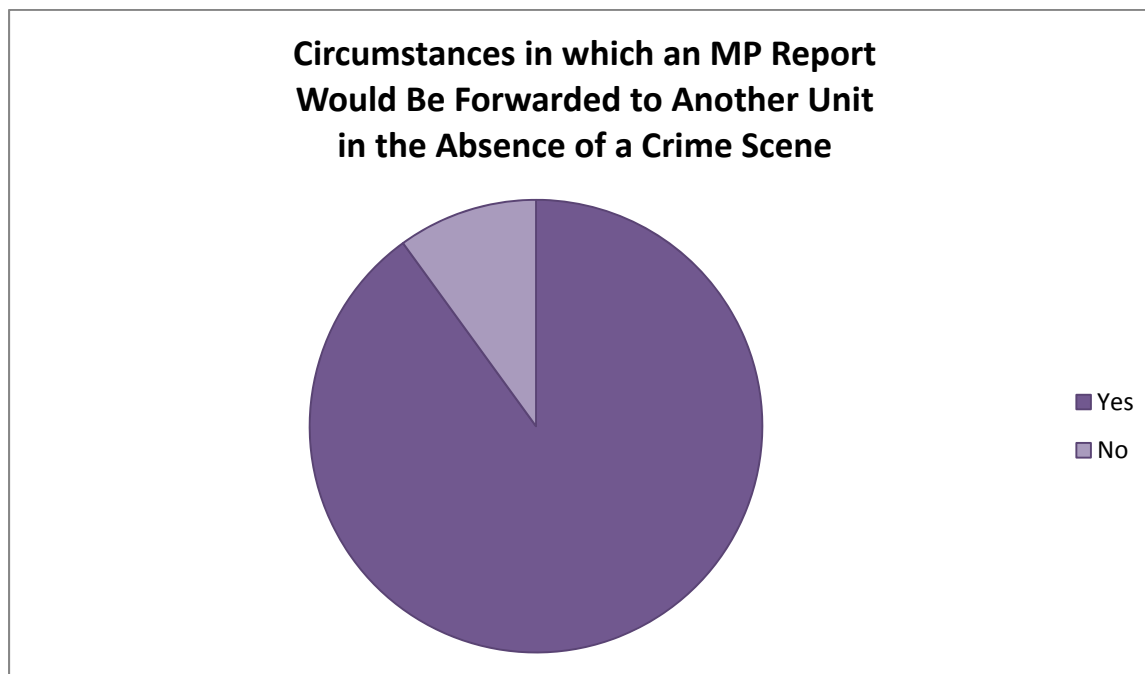
Some agencies employ Patrol officers, or in the RCMP, General Duty members, for initial investigations. Other police agencies might only dispatch Patrol for emergency or high risk MP cases, a practice followed by the Edmonton Police Service, which assigned lower priority cases assigned to the MPU. Other agencies, for example the Service de Police de la Ville de Montréal, might assign the responsibility for the entire investigation to dedicated MP officers.

Assorted officers are responsible for follow-up investigations of MPs files. Often, divisional investigators or investigative unit officers perform follow up, demonstrated by the practices of the Toronto Police Service, Peel Regional Police, York Regional Police, Saanich Police Department and Delta Police Department. Members of dedicated MPUs may also conduct follow up: this is the case at the Vancouver Police Department and Winnipeg Police Service. Patrol might also conduct follow-up investigations in some circumstances, a procedure followed by the Delta Police Department or Toronto Police Service.

MP files may be assigned for follow-up investigation in different circumstances. Follow-up investigators may be assigned in suspicious circumstances, which is a practice followed by the Toronto Police Service and Burnaby RCMP. Follow-up investigators may also be assigned after a certain amount of time has passed; for example, at the Winnipeg Police Service files are transferred to the MPU for investigation in the case of "Endangered" MPs or MPs missing seven days after the report was filed, or when follow-up investigation is required.



MPUs or MP Coordinators may have different functions: either to review or investigate MP files. They review MP reports at the Hamilton Police Service, Victoria Police Department, Peel Regional Police and Surrey RCMP, but they assign resources at the Winnipeg Police Service, Victoria Police Department, and Hamilton Police Service.



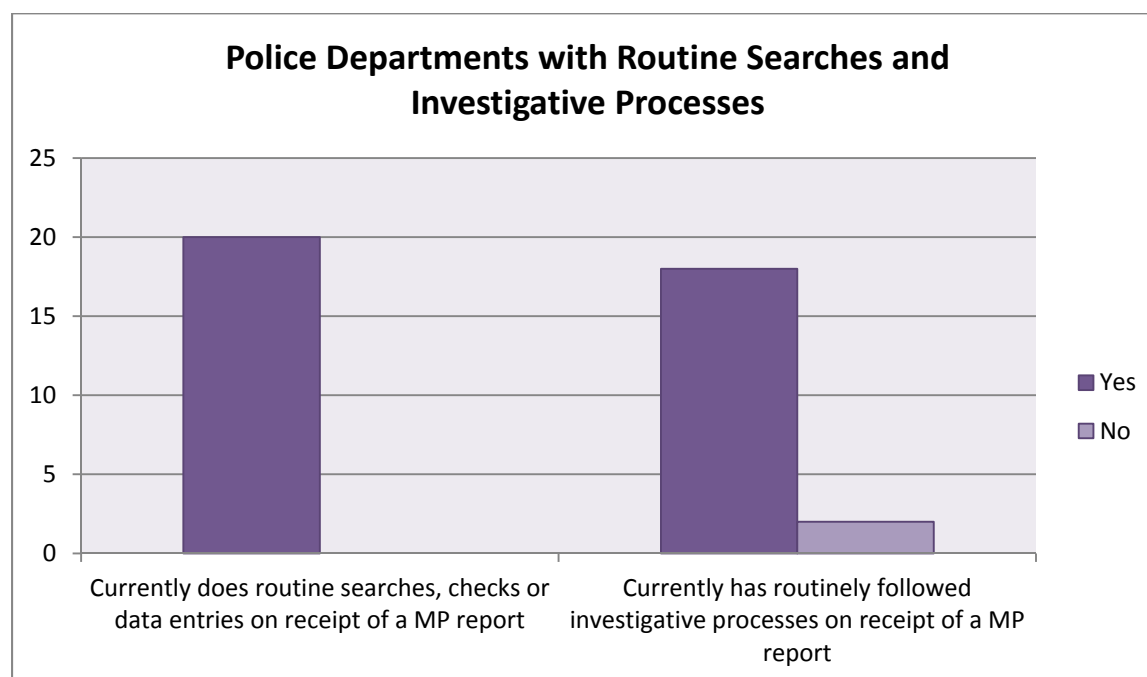
**FIGURE 19: RELATIONSHIP AND REFERRAL RE MP REPORTS CURRENTLY**

Figure 19 shows that MP files can currently be forwarded or referred to other units when the circumstances dictate. Files are transferred from investigating units or MPUs to Major Crimes, Homicide or other units on a case-by-case basis: typically, in suspicious or unusual circumstances, when foul play is suspected, or after a certain amount of time has passed. Below are a number of examples:

- at the Peel Regional Police, the Homicide Bureau is notified in suspicious or unusual circumstances, or after 30 days;
- at the Vancouver Police Department, the MCS and Homicide Unit are apprised of suspicious MP files;
- the Toronto Police Service Homicide Squad is notified in circumstances of suspected foul play, and monitors and provides assistance when necessary;
- the Surrey RCMP MPU might forward MP files to Homicide or Major Crime if there are suspicious circumstances or information suggesting foul play;
- the Service de Police de la Ville de Québec Major Crime Office assists the assigned investigative unit according to the MP's profile; and
- at the New Westminster Police Service, all MP files are forwarded to the MCU after 10 days, or when there is suspicion of forcible abduction or foul play.

As a result, MP files without crime scenes are often transferred to Homicide Units in suspicious circumstances. For example, at the Vancouver Police Department, an MP file will be forwarded to the Homicide Unit if the disappearance is suspicious; and an MP file will be transferred to the Service de Police de la Ville de Montréal's Homicide Unit if it is believed to be a homicide and all other investigative avenues are fruitless.

Additionally, MPUs or MP Coordinators might be linked to Major Crime Units or Homicide Units due to reporting or organizational structures. In the Vancouver Police Department, the MPU is linked to Homicide, because the MPU and Homicide are both within the MCS. Similarly, the Ottawa Police Service MPU is a part of the High Risk Offender Management section.



**FIGURE 20: ROUTINE SEARCHES AND INVESTIGATIVE PROCESSES ON RECEIPT OF AN MP REPORT CURRENTLY**

The vast majority of police agencies report following routine searches, checks or data entries and investigative processes on receipt of MP reports. Police agencies' current routine processes and steps are often the same or similar to the processes and steps they followed in 1998. Routine processes usually include a number of core actions:

- take the report from the reportee and obtain a full description of MP;
- enter the report into the records management system;
- complete a priority assessment;
- interview the reportee and witnesses;
- enter information onto CPIC entry and conduct check;
- assign a diary date;
- conduct area and other searches; and
- conduct online searches, including email, social media sites and banking searches.

From the data collected, it appears that most policies governing MP investigations are detailed and specific. Policies often outline the roles of a variety of members, including both civilian staff and officers, at different stages of the investigation or in discrete circumstances. Policies generally outline steps the responding or initial investigating officer must follow, which include database searches, reporting procedures and processes for priority or risk assessment; they also usually describe the responsibilities of supervisors. In addition, some agencies also describe the information the investigation seeks to uncover. For example, the RCMP Burnaby reports following steps to determine the “five ‘W’s and how” of a MP report.

Some police agencies more exhaustively detail specific investigative protocols in documents other than policies. For example the Edmonton Police Service and Calgary Police Service describe their routine searches and actions in investigative checklists and the Peel Regional Police outlines its routine investigative processes in its Criminal Investigative Management Plan and Missing Persons Directive.

## **Trends**

Many police agencies report significant changes with respect to investigative processes. Some changes represent a broad recognition of the seriousness of MP investigations, often revealed by more rigorous and detailed policy. There are a number of examples of police agencies explicitly assigning MP investigations greater significance:

- the Surrey RCMP states that MP investigations are taken more seriously and are more strictly governed by policy;
- the Service de Police de la Ville de Montréal attaches greater priority to MP investigations and outlines stricture procedures, and its officers now investigate MPs as a team;
- the York Regional Police’s policies and procedures are more in-depth, specifically with regard to the condition, description and circumstances of the MP and the requirements in the Search Urgency Chart and MP Report.

Perhaps indicating increased recognition of the significance of MP investigations, some police agencies have dedicated more resources to MPs. Many have established MPUs or MP Coordinators or increased the capacity of existing MPUs:

- the Surrey RCMP has created a dedicated MPU;
- the Hamilton Police Service has assigned a dedicated MP Coordinator to oversee all MP reports;
- the Winnipeg Police Service has created a full-time MPU and assigned six full-time investigators to assist the existing four civilian specialists;
- the Coquitlam RCMP has created Investigative Support Teams that provide support to MPs investigations;
- the Richmond RCMP has created a MP Coordinator position, provided specific MP training to first responders, and committed two members of the General Duty Watch with additional training in MPS investigators to provide mentorship on all MP files;

- the Edmonton Police Service has created two investigator positions within the MPU to ensure MPs are investigated to conclusion;
- the Vancouver Police Department has increased its investigative capacity, for example, adding a full-time Sergeant and another Detective to the MPU; and
- the Calgary Police Service has increased the MPU's authorized strength from one Constable to one Sergeant and three Constables.

MPs investigations have also developed as a result of past experiences and best practices. A number of police agencies noted this development:

- the Durham Regional Police Service has changed its policy according to current standards and mandated Case Management Systems;
- the Peel Regional Police has developed its policies to reflect current protocols and to formalize investigative plans from past practice;
- the Toronto Police Service continuously updates its policy to reflect best practices and changes in technology;
- the Calgary Police Service has formally reviewed its MP policy based on past experiences and both shortcomings in its past practices and current best practices; and
- the Vancouver Police Department policy was amended pursuant to recommendations resulting from an internal audit, the Missing Persons Audit.

Technological advances have also facilitated change in MP investigations by creating new investigative methods, such as "pinging" cell phones and searching electronic banking records. Technological advancements have also led to changes in information distribution. This was noted by the Toronto Police Service, which reported that technological changes have allowed it to disseminate information among police and communities more widely than in the past.

In spite of numerous changes to investigative procedures, many police agencies report their referral practices remain the same. MP cases continue to be referred to Major Crime, Homicide or other units for the same reasons they were referred in 1998: referrals continue to be made in cases of suspicious circumstances or foul play. Aside from new or different chains of command, resulting from the addition of new units, changes are minor. The requirements in 1998 remain today

## COOPERATION WITH OTHER JURISDICTIONS AND USE OF NON-POLICE RESOURCES

1997/1998

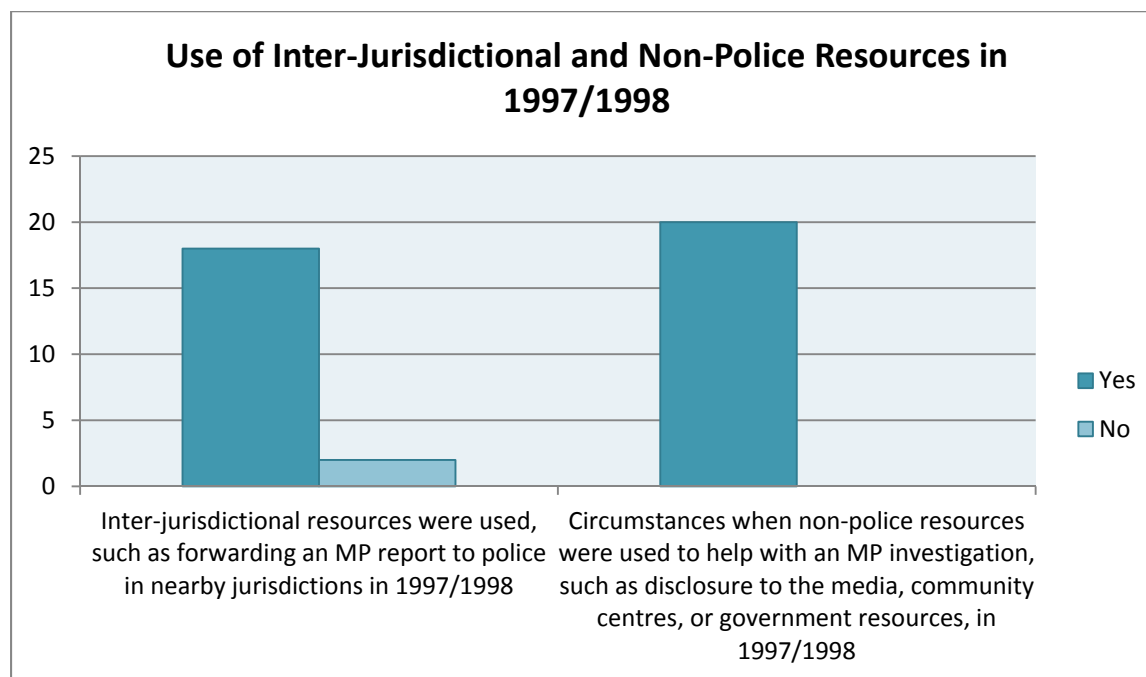


FIGURE 21: USE OF INTER-JURISDICTIONAL RESOURCES AND NON-POLICE RESOURCES IN 1997/1998

In 1997/1998, the majority of police agencies used both inter-jurisdictional police resources and non-police resources in MP investigations.

Most police agencies responded that they used inter-jurisdictional police resources for MP files; however, it appears all police agencies used inter-jurisdictional resources to some degree. Of the two police services that answered that they did not use inter-jurisdictional resources, both indicated they entered all MP reports onto CPIC. Therefore, use of some inter-jurisdictional resources was universal.

Some police agencies identified which inter-jurisdictional resources they used. These resources included CPIC entries, zone alerts, and fan outs. Some police agencies also indicated they requested other police agencies check locations or provide assistance with queries within that agency's jurisdiction and transferred MP files to other police agencies when the file fell within the other agency's jurisdiction.

Some agencies listed circumstances in which they would use inter-jurisdictional resources. They specified their use was determined by the facts of the file, with those resources deemed most effective used.

Every police agency indicated there were circumstances when it used non-police resources to help with MP investigations in 1997/1998. Some clarified which non-police resources they used. These resources were diverse:

- media, including TV, radio, newspapers and press releases,
- shelters,
- hospitals,
- schools,
- NGOs,
- banks,
- public service groups,
- Block Parent organizations (for missing children),
- Social Services or Social Assistance, including Welfare or financial aid services,
- civilian search teams or rescue units,
- volunteers,
- fire departments, and
- private companies.

Some agencies explained when they would use non-police resources. For example, the Service de Police de la Ville de Montréal used non-police resources in life threatening situations, and the Saanich Police Department used them in critical and suspicious circumstances. Other police agencies stated the use of non-police resources was determined by the facts of the file or which resources were believed to be most effective in solving the investigation. Specific resources might be sought for ground searches: the Durham Regional Police Service used non-police resources to assist with physical searches for MPs, seeking assistance from various search groups and registries, radios stations, the fire department and works department, and civilian volunteers.

Some agencies provided their criteria for using the media to assist with an MP investigation. For example, the Calgary Police Service explained when it used press releases and why it limited their use:

*If a person was deemed to be at risk for grievous bodily harm or death then a press release would be issued to seek the public assistance in locating the MP. CPS continues to be cautious in the use of press releases for those circumstances where there is a significant concern for the health and safety of the missing person. Given the number of reports CPS receives annually we wish to use the media judiciously to maintain the impact of the media releases. The other issue that has come up related to the use of media releases for MP is the MP remaining forever identified as an MP via internet searches...*

Some agencies also identified which members were responsible for liaising with non-police resources. For example, the York Regional Police noted that the District Commander/Duty Inspector was responsible for contacting Public Affairs and public service groups.

## **Currently**

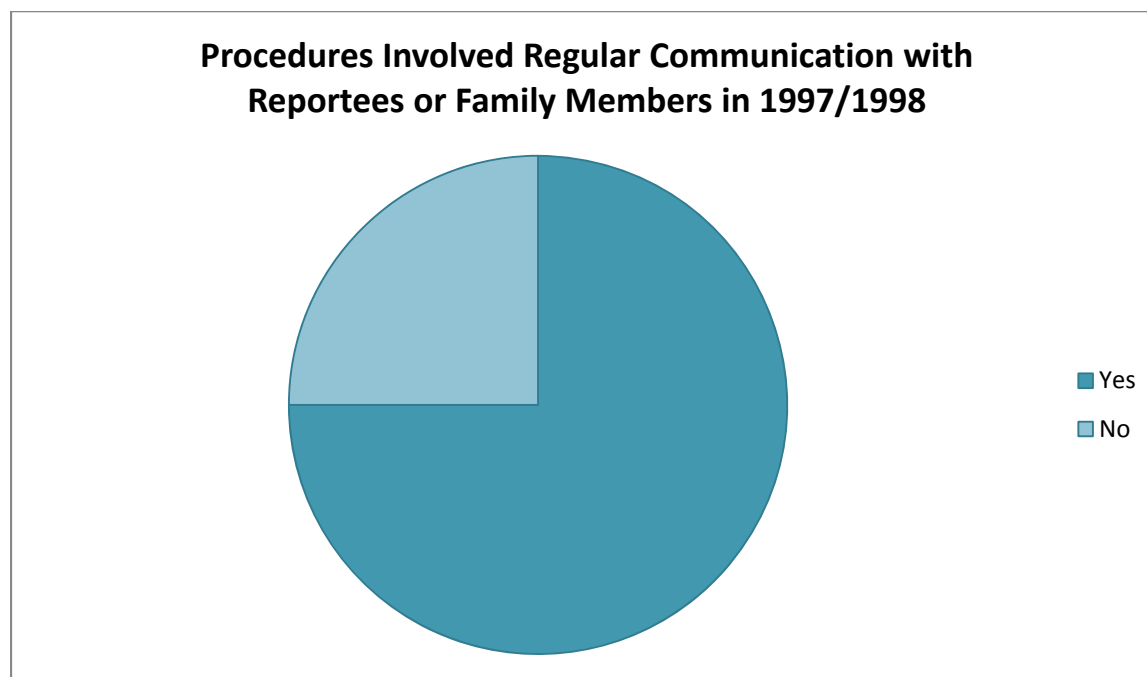
Unfortunately, questions regarding the use of multi-jurisdictional and non-police resources were mistakenly omitted from Survey 2. The discussion and analysis of those issues is therefore limited.

Although these questions were not specifically answered, information provided throughout the surveys indicates that inter-jurisdictional resources continue to be used, likely with greater frequency and consistency than in the past. Police agencies continue to use CPIC to share information and transfer cases, and police agencies in Québec use CRPQ. Comprehensive RMSs are frequently used by police forces, systems that were not widely used or available in the past: PRIME-BC is used by all police agencies in BC to share information among police agencies; and police agencies in other provinces use other electronic record management systems to store and share information.

Police services in Canada also continue to use non-police resources. For example, the Winnipeg Police Service releases information to the media when the MP is believed to be at risk or has gone missing under suspicious circumstances, and the issue of a media release would assist the police locate the MP and not be detrimental to the investigation. The Calgary Police Service also continues to use media releases in MP investigations but is cautious with their use in order to maintain their impact and to protect MPs' privacy.

## COMMUNICATION WITH REPORTTEES AND FAMILY MEMBERS

1997/1998



**FIGURE 22: 1997/1998 PROCEDURES INVOLVED ANY REGULAR COMMUNICATION WITH THE REPORTTE OR FAMILY MEMBERS**

Figure 22 demonstrates that many police agencies had procedures that involved regular communication with reportees or family members in 1997/1998.

Some police agencies reported they did not have procedures involving regular communication, yet also specified who was responsible for liaising with family members or reportees. As such, even if policies for regular communication did not exist, there appeared to be some expectation of communication between police investigators and family members.

Furthermore, communication may not have been prescribed in policy, but undertaken regularly pursuant to common practice. For example, the VDP lacked specific, written guidelines that required regular communication, but its investigators contacted reportees and families as they considered necessary. The Saanich Police Department also noted it had no written policy regarding contact with families, but nonetheless remained in contact with families during MPs investigations.

A variety of different officers were responsible for liaising with reportees or families. Typically, the police officer assigned the file was responsible for family liaison. This officer could include the Patrol officer taking the complaint and conducting the initial investigation and the investigator assigned the follow-up investigation. In some instances civilian specialists, front desk officers, communication centre members, field or Patrol supervisors, dedicated MP officers and coordinators, Detective Sergeants, and Search Coordinators were also involved in liaising with reportees and family members.



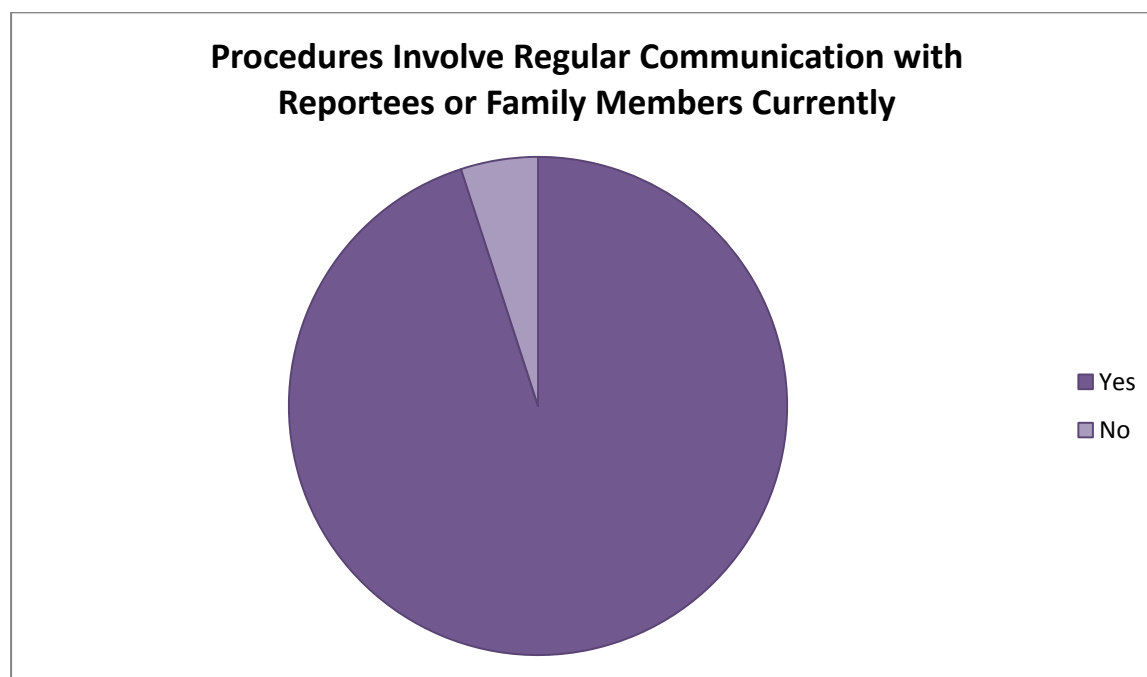
Many police agencies described the circumstances in which communication occurred. Some described general procedures. The Peel Regional Police, Hamilton Police Service, Durham Regional Police Service, Saanich Police Department and Richmond RCMP communicated with reportees or family members regularly or continually during the investigation. The Burnaby, Coquitlam and Surrey RCMP remarked that communication depended on the circumstances of the case, and could also depend on the investigator and supervisor involved in the file and the family's needs. Some police agencies noted communication was undertaken for specific purposes: the Service de Police de la Ville de Montréal, Ottawa Police Service and York Regional Police noted that their officers communicated to inform reportees or family of new developments or to look for new information. Other police agencies indicated that communication was often on the reportee's or family's initiative: at the Service de Police de la Ville de Québec, communication may have only occurred when the police responded to phone calls from families.

Some police agencies observed that the frequency of communication could depend on the priority of the case. For example, at the Winnipeg Police Service, civilian specialists made daily callbacks in higher risk MP investigations and weekly callbacks for other MP cases.

At most police services, communication seemed to decrease as investigations became long-term or historical. This was noted by the Victoria Police Department, which stated that communication was regular at the beginning of an investigation, but as the file continued contact became occasional to determine if the MP had returned or respond to inquiries. Some police forces' policies had specific requirements for ongoing contact, even if contact was infrequent. For example, scheduled communication was a part of the Richmond RCMP's policy to contacted reportees or family during annual follow up to determine if there was new information.

In later stages of the investigation, contact may have only occurred if initiated by a reportee or family member. This was the communication practice for suspended files at the Edmonton Police Service.

## Currently



**FIGURE 23: CURRENT PROCEDURES INVOLVE ANY REGULAR COMMUNICATION WITH THE REPORTTEE OR FAMILY MEMBERS**

Figure 23 illustrates that nearly all responding police agencies currently have MP procedures that involve regular communication with reportees or family members.

The investigator assigned to each MP file is typically responsible for liaising with the reportee and family. This person might be a Patrol officer, officer from an investigative unit, dedicated MP investigator, or MP Coordinator. Civilian members may also be involved: at the Winnipeg Police Service, civilian specialists in the MPU are sometimes responsible for liaising with family members or reportees. Additionally, Victim Services may also communicate with reportees or family members. This practice is demonstrated by the Toronto Police Service's policy to offer Victim Services to all persons making MP reports and the Coquitlam RCMP's practice to involve the Police Based Victim Services Program in maintaining contact and supporting families referred to the program.

Of course, the person responsible for liaising with family members may change during the investigation as the file is transferred from one unit to another. For example, at the Durham Regional Police Service, the officer who receives the report, responding officer or assigned investigators may all liaise with complainants and family during the course of the investigation.

Agencies with MPUs often use the MPU as the single point of contact for family members or reportees once the file is assigned to the MPU. For example, at the Vancouver Police Department and Edmonton Police Service, responsibility for liaising with reportees and family members is shared by all members of the MPU.

The amount of communication between police agencies and reportees and family members varies. Some communication policies require investigators to keep reportees and families up to date, or contact them regularly or frequently. For example, Saanich Police Department investigators are expected to keep reportees and families as up to date as possible; the Vancouver Police Department states that communication is a routine part of the investigative process, with MPU members providing frequent updates and support for family members; and the Victoria Police Department's assigned members are expected to have contact with reportees and families and provide updates as needed.

Some police agencies require communication with reportees or family members to occur on set schedules. Timelines may vary depending on the phase of the investigation, with more frequent communication at the beginning:

- the Winnipeg Police Service MPU communicates with the family daily for the first few weeks of the investigation and the MPU Coordinator contacts the reportee once per week to see if the MP has returned;
- Hamilton Police Service investigating officers liaise with reportees regularly, generally once every 12 hours;
- usually, the Surrey RCMP communicates with the family daily during the initial stages of the investigation; and
- the Service de Police de la Ville de Québec is in contact with the MP's family every day during the first week of the investigation.

Frequent communication is always required by the Richmond RCMP, where contact is maintained daily until the file is concluded.

Some police agencies require members to develop a schedule for communication in each MP case, typically once the MP reports reaches a certain stage or the MPU is assigned. There are a number of examples of this:

- once a file is assumed by the Surrey MPU, a schedule for communication is determined based on how active the investigation is and the family's needs;
- the Burnaby RCMP requires the investigating member to develop communication strategies and develop a schedule for contact; and
- after the first week of the investigation, the Service de Police de la Ville de Québec and MP's family make an agreement on communication.

Although it does not create a schedule for communication, the Delta Police Department observes that communication varies depending on the case or the dynamics among family and friends.

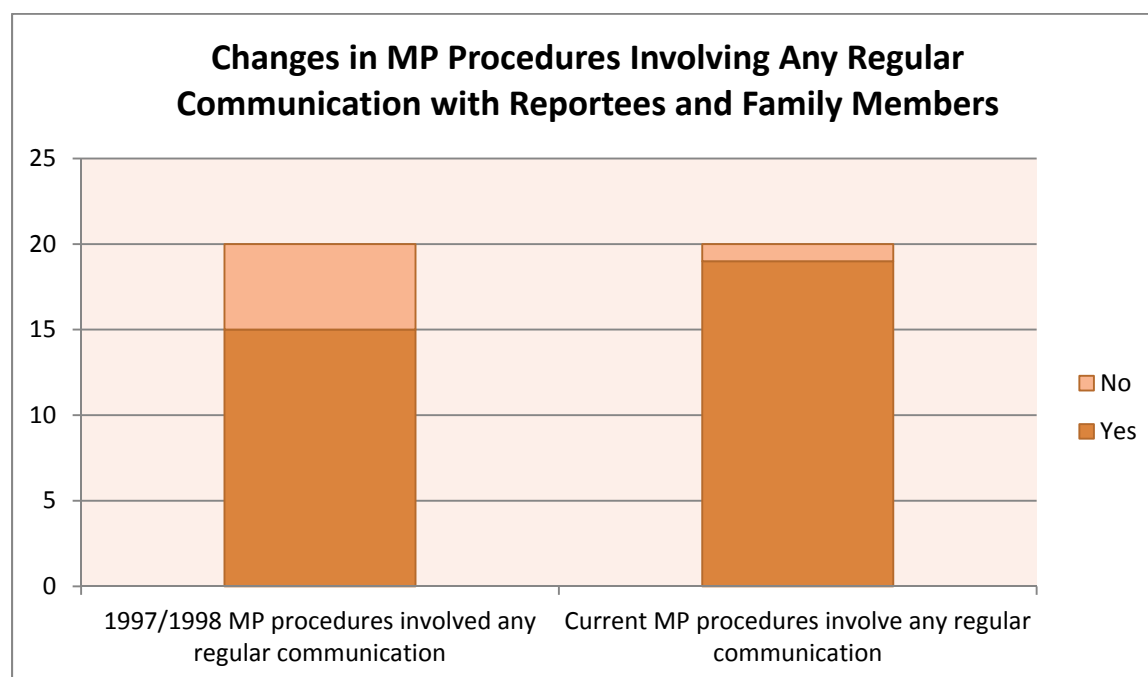
The level of communication might also depend on the level of risk assigned to the file. For example, the Calgary Police Service requires daily contact for higher risk MPs, and Burnaby RCMP investigators may call reportees or families associated with high risk MP files more than once per day in the first few days of the investigation.

It seems typical that, as MP investigations wear on, contact decreases. For example, the Winnipeg Police Service stated:

*Callbacks are daily and police contact with some family is also daily, for a number of weeks or months. Contact does slow if the case becomes very long term, however it does not stop. Family and police contact is encouraged.*

Policies may also require contact with family members when a new investigator is assigned to an ongoing or historical investigation. As noted by the Coquitlam RCMP, when a new investigator is assigned an historical MP file, he or she will generally reconnect with the family.

## Trends



**FIGURE 24: CHANGES IN MP PROCEDURES INVOLVING ANY COMMUNICATION WITH REPORTTEES AND FAMILY MEMBERS**

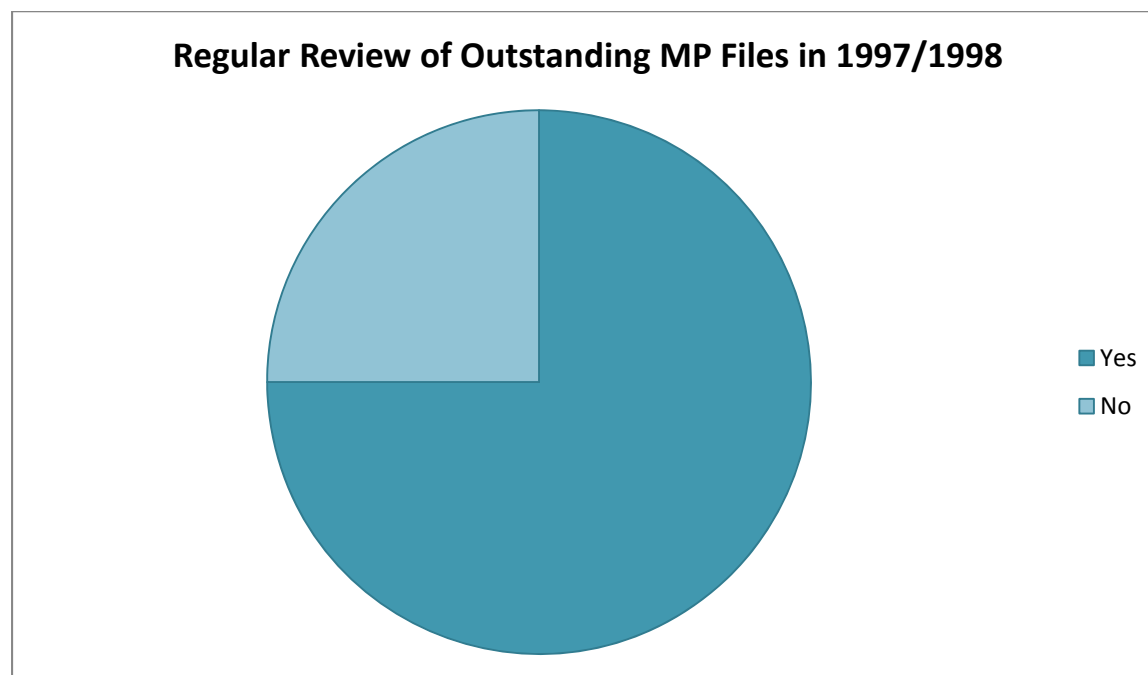
From 1998 to the present, more police agencies have MP procedures involving regular communication with reportees and family members. This trend is shown in Figure 24.

In addition to the increase in procedures involving communication, communication is also more frequently the subject of formal policy requirements. For example, the New Westminster Police Service and the Calgary Police Service moved from informal practices to formal expectations for communication.

Many police agencies expressed increasing appreciation of the importance of regular communication. There are a number of examples:

- the Vancouver Police Department stated that their members' contact with reportees and family members has increased because communication is now a high priority and a routine part of the investigative process at the Vancouver Police Department;
- the Service de Police de la Ville de Québec noted the importance of communication with family, stating that it enables understanding of the MP, provides reassurance and demonstrates that police are working on the case;
- the Delta Police Department reported that the only change since 1998 in its communication practices is the closer working relationship between the Delta Police Department and MPs' immediate families or friends;
- the Saanich Police Department has a greater dedication to communications with the family now than in 1998 in all of its files, including MPs; and
- regular contact between police officers and members of the Richmond RCMP has become more frequent and consistent.

Not all police agencies, however, increased or amended their communication practices. The York Regional Police, Ottawa Police Service, Service de Police de la Ville de Montréal, Peel Regional Police, and Durham Regional Police Service indicated there were no significant changes to their communication procedures. For example, the Ottawa Police Service's policy in both 1998 and in the present involves officers regularly calling family members and reportees to provide updates and look for possible new information.

*REVIEW AND CLOSURE OF FILES***1997/1998****FIGURE 25: ANY REGULAR REVIEW OF OUTSTANDING MP FILES IN 1997/1998**

75% of police agencies conducted regular reviews of outstanding MP files in 1997/1998.

Frequency of review, and how frequency was determined, varied widely. Reviews might have been conducted regularly but policies may not have set benchmarks for precisely how often they should occur, the practice of the Peel Regional Police. Specific intervals might not have been outlined in policy, but contingent on the assigned diary date, the policy of the Burnaby RCMP. Deadlines for reviews might also be set out in policy: the Winnipeg Police Service reviewed MP reports daily, weekly by different workers or police officers, and every 30 days; the Coquitlam RCMP required all MP files to be reviewed after 10 days; and the Ottawa Police Service required annual reviews.

Some police agencies did not specify whether there were specific, formal policies for review but rather noted that MP files were reviewed by assigned investigators or their supervisors.

Of course, some agencies did not conduct regular reviews in 1997/1998. Both the Calgary Police Service and Service de Police de la Ville de Québec fell into this category.

Some also noted that although there were policies for regular reviews of outstanding MP files, this might not have been done consistently. At the Victoria Police Department, reviews were supposed to be regular, but were often missed for several months. The Burnaby RCMP similarly commented that human involvement can result in policy breaches, so there were occasions when diary dates for reviews, among other things, were not met.

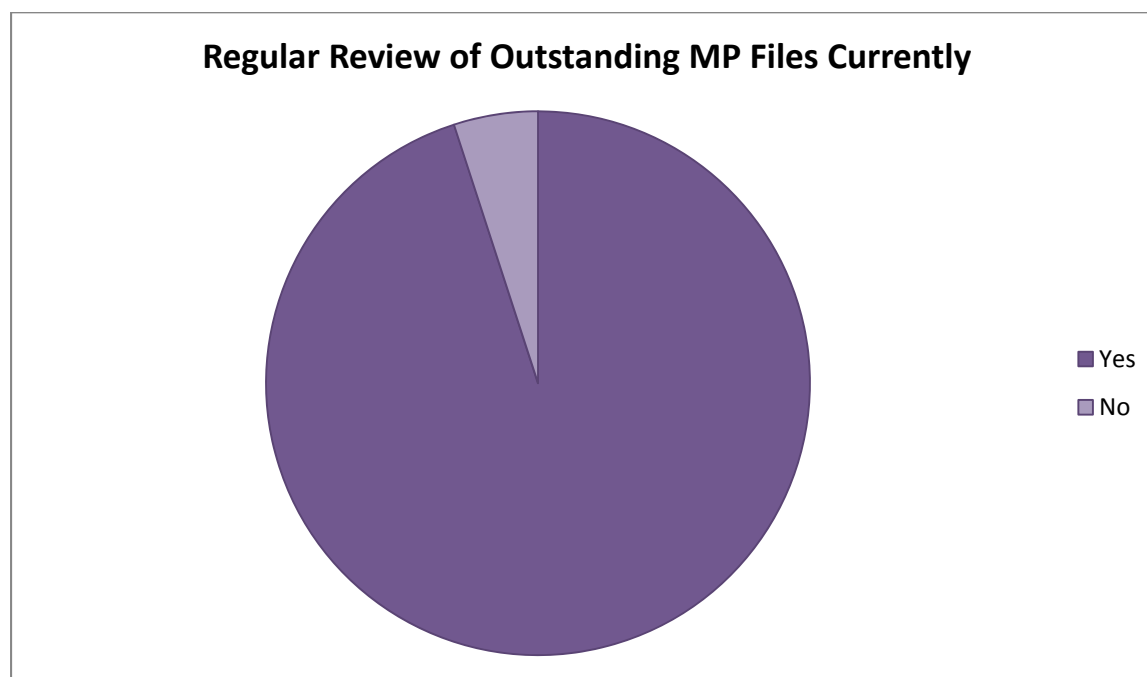
Generally, police agencies only closed MP investigations when the MP was located. However, the Vancouver Police Department candidly admitted that there were occasions in the 1990s when the MP clerk closed files when the MP had not been located. Some police agencies also mentioned other situations in which an MP file might be closed or become *de facto* inactive:

- New Westminster Police Service officers could conclude an MP investigation when the investigation indicated it was suitable.
- MP files at the Calgary Police Service were not officially closed until the MP was located, but MP investigations often became inactive. A supervisor had to read and review a report before an MP file could be listed as inactive; however, there was no requirement that the MP's fate be known and confirmed by police.
- The Edmonton Police Service referred to a process whereby MP files could be classified as suspended once all investigative avenues were exhausted and the MP was still missing. For an Edmonton Police Service file to be suspended, the file was required to be reviewed by the member in charge of Major Crimes. A suspended file was subject to periodic reviews.

Some police agencies, including the Hamilton Police Service and Burnaby RCMP, reported that their policies required the MP to be physically identified or located in order to confirm his or her identity or safety before the file could be concluded.

The majority of police agencies specified that closures were reviewed and authorized by a supervisor, often a Sergeant or Staff Sergeant. The Saanich Police Department noted that MP files closures were also authorized by Quality Control. However, a number of agencies did not indicate that file closures or classifications of inactivity required a supervisor's authorization.

## Currently



**FIGURE 26: ANY REGULAR REVIEW OF OUTSTANDING MP FILES CURRENTLY**

Every police agency except one, the Service de Police de la Ville de Québec, regularly reviews outstanding MP files.

The type and frequency of reviews vary. Timelines for reviews might not be set in policy: for example, reviews at the York Regional Police are conducted regularly but not within a defined period of time. Reviews might also be conducted pursuant to diary dates: the Saanich Police Department reviews MP files when their diary dates, typically no longer than every two weeks, expire. A number of police agencies have defined intervals for review. These periods range from annual reviews, which are conducted by the Ottawa Police Service, to daily reviews, conducted at the Hamilton Police Service and Vancouver Police Department.

Some agencies described which officers are responsible for reviewing outstanding MP files. Often reviews are conducted by MP Coordinators and MPU Detectives or Sergeants, but may also be done by investigating officers, Sergeants, Staff Sergeants, unit managers or other supervisors. In some cases, Analysts or other specialists conduct MP files reviews:

- the Burnaby RCMP's policy requires the non-commissioned officer in charge of the Investigative Support Team to review files daily;
- at the Coquitlam RCMP, MPs reports are read and reviewed by the non-commissioned officer in charge of Serious Crime Unit and also, in the case of high risk MP files, reviewed by Readers in the Readers Section, as a supplemental level of oversight;



- the Peel Regional Police's Divisional Criminal Investigative Bureau Missing Person Coordinator and Operations Support Criminal Intelligence Analyst regularly review outstanding MP files; and
- the Winnipeg Police Service provides for an Analyst, typically in Division 41, to review files on request of the MPU Supervisor when all leads had been investigated.

In some cases, reviews may even be conducted by outside agencies, namely the BC Police Missing Persons Centre. Both the Surrey RCMP and Vancouver Police Department noted requests can be made to the BC Police Missing Persons Centre to review long-term investigations.

Among police agencies, the purpose or consequence of reviews can differ. Reviews might result in an entry of data: for example, when the MP is not located in 30 days and there is no new evidence indicating the occurrence should be cancelled, or on the Detective Sergeant's discretion, the Toronto Police Service will add a dental form to the file. Reviews may also result in further investigation, catch additional outstanding MPs, or ensure proper documentation. For example, at the Calgary Police Service, MPU Constables examines MP files to make suggestions to address areas of concern, and the MPU Sergeant reviews all MP files monthly to capture additional outstanding MPs, among other review processes. The Durham Regional Police Service Divisional CIB Detective Sergeant reviews MP files to ensure that all appropriate investigative action is taken and files are entered on the case management system.

Typically, MP files are only concluded when the MP is located; however, some police agencies identified other situations in which they might close MP files. For example, the Surrey RCMP notes that MP files can be closed when they are transferred to another jurisdiction, and the New Westminster Police Service states an MP file can be closed when the investigator determines the file should be closed. The Calgary Police Service also specified a number of reasons for concluding an MP file:

- the MP is located;
- the MP is determined to be voluntarily missing; or
- the MP is determined to be low priority.

The Calgary Police Service notes that, when it ceases to investigate an MP file, it must notify the family or reportee.

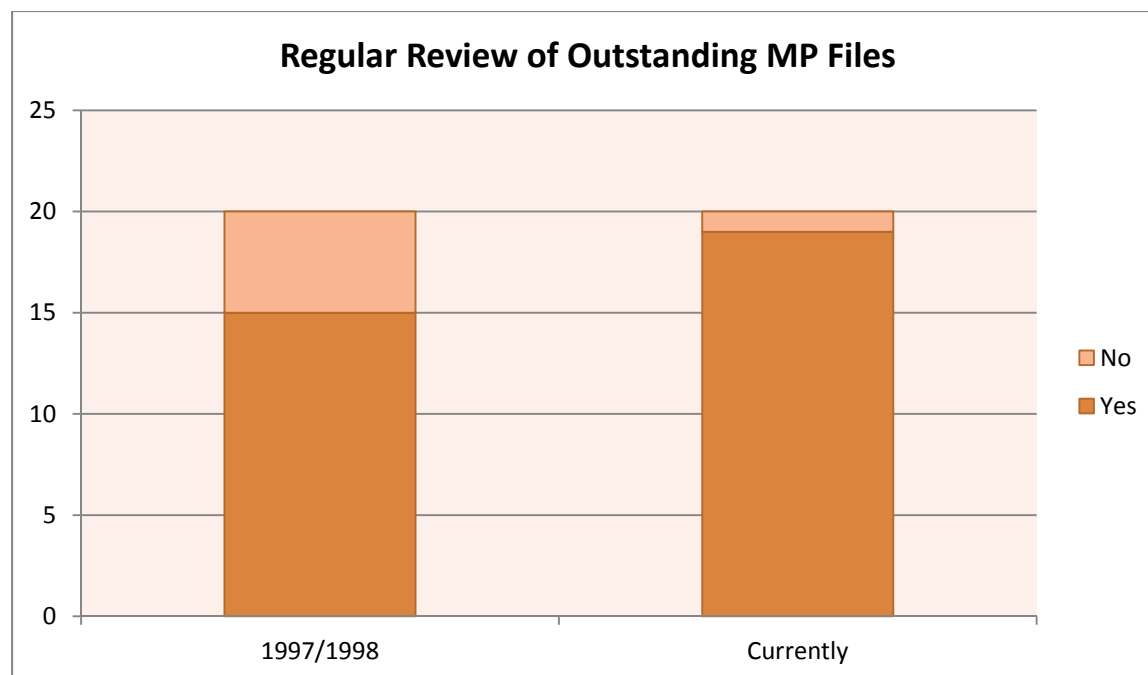
A number of police agencies mentioned they had policies that require verification the MP is found, either as general rule or in suspicious circumstances. The Toronto Police Service, Winnipeg Police Service, Hamilton Police Service and Burnaby RCMP all noted specific policies to this effect.

Some police agencies also described protocols for informing reportees or family members that an MP has been located. These protocols prohibit officers from revealing the location of the found MP. For example, the Durham Regional Police Service policy requires that, in advising the complainant the MP was found, the investigator cannot not disclose the MP's location without his or her consent.

Supervisors must generally authorize the conclusion of MP files. Nearly all police agencies mentioned the involvement of a supervisor such as a Sergeant, divisional officer in charge or non-

commissioned officer in charge in file closures. For example, the Delta Police Department notes that files are closed on the authorization of a section supervisor, the NCO.

## Trends



**FIGURE 27: CHANGES IN ANY REGULAR REVIEW OF OUTSTANDING MP FILES**

Reviews of MP reports appear to have changed in a number of respects between 1998 and the present. More police agencies regularly review files than in 1998, as shown in Figure 27, with a number introducing formal review procedures or conducting regular reviews when they were not conducted before.

It also appears that reviews are now conducted more frequently, with a number of agencies setting schedules for regular reviews or introducing layers of review so that files. Discretion regarding the timing of reviews was changed in some cases, for example, by eliminating discretionary diary dates in favour of defined diary dates.

Some agencies also changed who is responsible for reviewing outstanding MP files. Some police agencies now use a coordinator or supervisor to conduct reviews rather than investigators or involve outside units or Analysts in reviews.

In some police agencies, the degree of scrutiny and regularity with which MP files are reviewed have increased. The Saanich Police Department noted reviews had changed to incorporate a greater awareness of risk factors. Some agencies, including the Victoria Police Department, also mentioned that there was generally a higher standard of review.

Some police agencies identified amendments to their closure policies or practices since 1997/1998. In general, agencies referred to higher standards, greater scrutiny and more oversight of MP files.

Supervision of closures also changed, including new requirements that someone higher on the chain of command authorize file closures, such as a transfer of authority from a civilian to an officer or an investigator to a supervisor, or that the dedicated MPUs review closed files. Some police agencies noted changes to documentation, in terms of the method of documenting file closures and the overall standard for documentation.

Police agencies abandoned inactive or suspended designations for outstanding MP files. The Calgary Police Service no longer classifies MP files as inactive and the Edmonton Police Service similarly notes files are no longer suspended, but become historical MP files subject to monthly reviews.

## *DOCUMENTATION*

### **1997/1998**

In 1997/1998, police agencies all recorded the same type of information in their MP reports. This information included a description of the MP, often with financial and dental information, and a description of the MP's disappearance, for example, date last seen.

Records, including the initial report and subsequent investigative reports, were typically in hardcopy. However, some agencies also maintained electronic copies. The Calgary Police Service, Edmonton Police Service, Durham Regional Police Service, Service de Police de la Ville de Québec and York Regional Police recorded information in both hardcopy and electronic form in 1997/1998.

Police officers typically completed specific reports or forms, such as Occurrence Reports or MP forms, and also recorded information in their notebooks. Almost all agencies normally had investigators document all investigative steps taken in relation to an MP file. However, as noted by the Calgary Police Service, documentation might not always have complied with the standard: reports might not have been updated until the MP was found or might not have reflected all the investigative steps.

### **Currently**

Police record the same type of information now as they did in 1997/1998. It appears that many police agencies use standard intake forms for MP reports, or follow standards set out in databases, such as CPIC, or records management systems like PRIME BC.

Currently, every single responding police agency keeps a record of investigative steps. As in the past, all investigative steps are expected to be recorded.

Most police agencies keep copies of investigative steps in both electronic and hardcopy form. Many use a RMS system, such as Niche, ECOPS, Versadex, or PIMS, and all BC agencies use PRIME BC. Many agencies also report using national or regional databases, such as CPIC, NCIC and ViCLAS; agencies in Quebec use the Centre de Renseignements Policier du Québec. However, the Service de Police de la Ville de Montréal is unique: although the Service de Police de la Ville de Montréal uses CRPQ in its MPs investigations, it continues to maintain its MP files in hardcopy.

### **Trends**

Most police agencies did not report significant changes with respect to the type of information that is recorded in MP investigations; however, a number of agencies commented that reporting expectations, like expectations in general, have increased. Current documentation standards necessitate more detail in MP files, particularly regarding risk indicators. In many cases, members may be required to complete and record formal risk assessments or investigative checklists in addition to documenting initial reports and investigative steps.

Major Case Management can also increase the level of documentation required in an investigation. This was noted by some Ontario police agencies, which reported that they must comply with the

Ontario Major Case Management System for reporting in MP cases with circumstances of foul play or MP cases investigated by Homicide.

Of course, the most fundamental change between 1998 and the present is the move from hardcopy to electronic records. Electronic databases standardize the type of information recorded. For example, some BC police agencies report using PRIME BC templates in MP's investigations: the Vancouver Police Department reports that the initial MP report is created using information required in the PRIME BC template and the Richmond RCMP uses the PRIME BC risk assessment template. With technological changes have also come advancements in information sharing: many police agencies use the same system, which contains information in one database and enables access to multiple uses, or compatible records management systems.

## IV. SURVEY RESPONSES

### A. MAJOR METROPOLITAN POLICE DEPARTMENTS

#### 1. VANCOUVER POLICE DEPARTMENT

##### **1997/1998**

##### *Acceptance of MPs Reports*

The Vancouver Police Department had a written mandate or policy for accepting and/or investigating missing persons reports. The Vancouver Police Department took reports of MPs in 1997/1998 and has always done so.

In 1997, 2993 MPs were reported to the Vancouver Police Department; in 1998, 3469 MPs were reported.

In the first instance, MP reports were received by the Communications Centre, a part of the Vancouver Police Department. The Communications Centre call taker completed the Missing Persons Report, VPD Form 565, a hardcopy form. Details on the report included:

- name,
- date of birth and age,
- race,
- sex,
- date last seen,
- location last seen,
- place of birth,
- physical description,
- address,
- SIN,
- Driver's Licence number,
- dental chart availability,
- disabilities, and
- reportee information.

There were no restrictions on who could report a person missing. Although the Missing Persons Unit did not have restrictions based on the time a person needed to be missing, the Communications Centre may have had a 24 hour rule in absence of suspicious circumstances or other circumstances that indicated vulnerability.

The Vancouver Police Department had jurisdictional restrictions for MP reports: the Vancouver Police Department investigated reports of MPs who resided in Vancouver or were last seen in Vancouver.

##### *Resources and Organization*

The Vancouver Police Department had a dedicated MPU in 1997/1998. Staff has been specifically assigned to the missing persons “function” since at least the 1970s. A full-time Detective was assigned in 1991, creating a MPU of one Detective and one civilian clerk.

The MPU’s sole responsibility was to investigate MPs. It was staffed by a Detective and a civilian clerk five days per week. The MPU Detective was under the Violent Crime Section and reported to the non-commissioned officer in charge of Homicide Squad 2.

### *Priority and Investigation*

Dispatchers passed information received by the Communications Centre when appropriate.

A Field Supervisor reviewed the report received by the Communications Centre. The Field Supervisor determined the priority and whether further investigation by a Patrol member was needed. While there were no specific procedures to categorize adult MPs, Field Supervisors considered specific factors to prioritize adult MPs cases. These factors included the MP’s age, mental and physical condition, and the length of time the MP was missing.

The assigned Patrol member conducted the initial investigation and completed the Supplemental Report, VPD Form 19. The form detailed the investigation and, together with the Missing Persons Report, was submitted to the Missing Persons Detective for follow-up investigation.

There were routinely followed investigative processes and procedures, such as those referred to in Policy 34.06. These processes were in addition to standard investigative procedures followed by the MP Detective, which included records checks, witness checks, and hospital queries.

Any investigative action together with its date, time and subsequent findings would normally be recorded in the investigator’s log attached to the file and in a notebook retained by the investigator.

### *Referral, Review and Closing*

Absent a crime scene, MP reports were forwarded to the Homicide Unit in the Major Crime Section or another appropriate investigative unit when there were suspicious circumstances surrounding the disappearance of the MP.

In the course of an investigation, the Vancouver Police Department used inter-jurisdictional resources, such as placing the MP’s particulars on CPIC and consulting or requesting the assistance of other police jurisdictions with queries in their jurisdiction.

The Vancouver Police Department also used non-police resources in some circumstances. Non-police resources were available to investigators and used as appropriate to a particular investigation.

MP files were not regularly reviewed; the Vancouver Police Department had no formal procedures for routinely reviewing outstanding MP files.

The MP Detective closed MP files once the MP was located or his or her fate was known. However, it appears that in the 1990s some files were concluded when the MP had not been found.

### *Communication*

Initially, the Communications Centre call taker dealt with the reportee and family. Further contact was handled by the Field Supervisor, assigned Patrol member or the MP Detective, as appropriate.

There were no specific, written guidelines that required regular communication with reportees or the MPs' families; however, investigators contacted reportees and families as they considered necessary in the course of the investigation.

### **2004 Missing Person Audit**

As a result of Deputy Chief Constable LePard's research for the Missing Women Investigation Review, retired Inspector John Schouten was contracted to conduct an audit of the MPU. Inspector Schouten found five key areas that needed to be addressed to ensure MP cases were handled effectively, efficiently, in manner that withstood public and media scrutiny and, foremost, protected the safety of persons who go missing for any reason:

- staffing (including succession planning);
- training;
- file and record management quality control;
- file and investigation continuity; and
- effective management of chronic runaways.

The Audit outlined 21 major findings:

1. *The Missing Person Unit's ability to carry out its mandate is compromised by a lack of resources, both through improper deployment of the existing position and a shortage of investigators. A review is recommended to determine proper staffing levels, which appear to be inadequate given the case load, term of assignment, and qualifications for the position;*
2. *There is insufficient succession/resource planning;*
3. *There is no formal process of mentoring or performance evaluation in use;*
4. *There is a need for specific RMS training for Missing Person Unit and Coroner's Liaison Unit staff;*
5. *Specialist training for new missing person investigators is inadequate;*
6. *There is an absence of review of missing person cases by a sworn member. The non-sworn Missing Person Coordinator is currently the principal Missing Person Investigator and case manager and is clearly acting beyond the scope of her position profile;*
7. *There are lapses in record management quality control of the Versadex RMS, and PRIME-BC is not adequately used and maintained. This includes the data entry requirements as set out by Departmental policy, and the supervisory functions meant to track work assignments and incident status;*



8. *There appears to be insufficient scrutiny of files for potential suspicious missing person cases indicating a need for a risk assessment system/reporting protocol;*
9. *There is little active investigation of files not cleared within the first 48 hours beyond basic checks of indices such as RMS, CPIC, PIRS and the MHR Welfare database. This is a particularly acute problem if no patrol unit was assigned originally;*
10. *Investigative steps are not consistently documented in a standard fashion, which causes difficulty in the review process;*
11. *There is no ongoing organized file review of unsolved missing person cases;*
12. *Lack of missing person investigation process continuity;*
13. *The designated Missing Person Unit investigator has been a secondary Coroners Liaison investigator, an unapproved addition to the designated Coroner Liaison position, to the detriment of missing person investigative needs;*
14. *There is a need to develop clear guidelines to determine when a suspicious missing person incident becomes a Homicide investigation;*
15. *There are no formal guidelines for declaring a case inactive, and Departmental policies for case clearance are not adhered to;*
16. *Use of non-police indices (MHR, ICBC, Immigration, Corrections, Revenue Canada, Financial Institutions) are not consistently re-checked at regular intervals;*
17. *Presently, as a result of shifting in the Missing Person Unit, there may be no evaluation of new missing person cases by a police supervisor or investigator for up to 84 hours on a three day holiday weekend. This has serious implications if suspicious circumstances are not identified by an E-Comm Call-taker;*
18. *Despite a review 2 years ago, there is again a need to again review historical incidents given the inadequate review practices employed in the past years;*
19. *There is inadequate coordination between police agencies of found human remains and their identification to outstanding missing person files;*
20. *Additional investigative information returned on missing person cases submitted to and reviewed by Project Evenhanded is not being entered into RMS consistently. Project Evenhanded is reviewing VPD cases received to determine what additional information should be added to PRIME-BC;*
21. *A better process must be found to manage chronic runaways.*

As a result of his findings, Inspector Schouten made 50 recommendations. All 50 recommendations were implemented or addressed in some way. They included recommendations for

- resources dedicated to the MPU, including authorized positions, length of assignment to the MPU, training, performance evaluation and mentoring for staff;
- a formalized MP risk assessment process to augment the professional judgment of investigators;
- creation of a MP check sheet to classify each incident by type and risk;
- guidelines to apply when a MP file is determined to involve suspicious circumstances;
- supervision of cases including a first review by the Sergeant, review of subsequent work, assignment of files and investigative follow-ups, and maintenance of the records management system workflow;
- submission of a supplemental report in RMS no more than 14 days into an outstanding MP investigation, including an investigative plan;
- implementation of Homicide case review policies, procedures and schedules for suspicious MP incidents;
- review of unsolved files every 90 days, including re-checking indices and contacting reporters;
- review of historical incidents;
- review to identify cases not yet entered into ViCLAS;
- proper use of and training for Versadex RMS;
- reports reviewed in workflow by Unit supervisor;
- the MPU to develop a closer working relationship with the Vice Section and FACES program; and
- processes for chronic runaways.

## Currently

### *Acceptance of MPs Reports*

The Vancouver Police Department currently accepts MP reports. In 2010, the Vancouver Police Department received 3691 MP reports.

Most reports are received by phone at ECOMM, a regional 911 and dispatch centre that replaced the Vancouver Police Department's Communications Centre in 1999. ECOMM creates MP files using information required in the PRIME BC template.

There are no restrictions on who can report a person missing. There are jurisdictional restrictions but these have changed since 1998: in 2009, the British Columbia Association of Chiefs of Police decided that where the MP was last seen would determine jurisdiction. VPD Policy 1.6.25 states:

*The Department will investigate missing person reports when the person was last seen in Vancouver, or if the person resides in Vancouver and it is not known where they were last seen. In the event of a jurisdictional dispute, the safety and welfare of the missing person shall be given paramount consideration; the Department will provide assistance to any agency as needed.*

There are no restrictions based on how much time a person needs to be missing before a report can be taken. This has changed because, in the past, in some cases the Communications Centre may have required 24 hours to pass before generating a report.

None of the identified factors affect the acceptance of reports since all reports are accepted.

### *Resources and Organization*

Currently, the Vancouver Police Department has a dedicated MPU, with two investigators specifically assigned to MP investigations. It is staffed according to its current authorized strength: one Sergeant, two Detectives and one civilian Coordinator. Since 1998, a full-time Sergeant and additional Detective were added. The Witness Protection Unit Detectives and Coroner's Liaison Unit Detective also assist as needed, and are housed administratively and physically in the same place reporting to the MPU Sergeant.

The MPU is in the MCS and therefore under the direction of the Inspector in charge of the MCS.

### *Priority and Investigation*

The Vancouver Police Department has a written mandate or policy for accepting and/or investigating MP reports, detailed in the VPD Regulations & Procedures Manual, section 1.6.25.

Patrol members conduct the initial investigation. Patrol members can contact the MPU, including after hours, and the MPU will provide advice to initial Patrol investigators or take charge of the investigation when appropriate.

MPU Detectives, with the assistance of the civilian Coordinator, conduct the follow-up investigation. The Vancouver Police Department has routinely followed investigative processes: the MPU, using a team approach, conducts a thorough investigation using all appropriate internal and external resources. There are routine searches, checks or data entries done upon receipt of an MP report, but every case is different.

All reports are investigated. The unique circumstances of each case will determine the priority and course of the investigation.

The Vancouver Police Department has a system in place for assessing the report and determining its priority. Namely, the Field Supervisor assesses the report and its priority. Investigations are categorized as curfew breaches, non-high risk people or situations, and high risk people or situations. High risk people include, but are not limited to, children under 12 years old, the elderly and people with mental disabilities or physical disabilities. Patrol Supervisors advised of a high risk MP must:

*14. Ensure a priority one response and consider the following resources:*

*a. Traffic Section;*

*b. Dog Squad;*

*c. Search and Canvass Team members;*

*d. Marine Unit;*

*e. Bicycle units;*

*f. ERT;*

*g. Assistance from other districts or nearby agencies.*

*15. In addition:*

*a. notify the Duty Officer;*

*b. notify the Sergeant i/c MPU. After hours, the Duty Officer will provide the phone number;*

The Duty Office will be consulted if the file is considered high risk.

Further, cases are treated as suspicious until demonstrated otherwise.

None of the identified factors in the surveys are directly relevant to the investigation. It is not a label but the totality of the information that is relevant.

In addition to the changes made as a result of the 2004 MPU Review, the acceptance and investigation of MP reports has changed since 1998 to reflect technological advances and to improve investigative outcomes. Some checks are the same as in 1998, such as hospital and jail record searches; however, new queries based on technological advances are also available, for example, social media queries. Investigative capacity has increased and MP investigations are more thorough and subject to greater supervision, resulting in an extremely high “solve” rate.

Previously, investigative steps were recorded on paper. Currently, details of investigations are recorded electronically in PRIME BC, an electronic records management system that became operational in 2001 to facilitate electronic record keeping. Records are accessible to all PRIME BC users, namely all police in BC.

All investigative steps are recorded, including the results of queries that include PRIME, hospital, social assistance, media and transit queries, witness interviews, and gathered evidence.

### *Referral, Review and Closing*

The MPU has relationships with other units in the Vancouver Police Department. Like the MPU, the Homicide Unit is within the MCS. The MPU is also linked to Patrol members through an electronic briefing board which ensures timely dissemination of information to all Patrol members.

Even absent a crime scene, an outstanding MP report could be forwarded to the Homicide Unit if circumstances warrant. The investigation could be conducted by the Homicide Unit if the MP's disappearance is suspicious. The MCS, the Homicide Unit and senior management are kept apprised of developments in suspicious cases. MP reports that are deemed significant are reported in the

VPD “overnight” reports, which capture all significant incidents. These incidents are reviewed by Operational managers and the Executive every day, and actions taken regarding unresolved MP incidents are routinely the subject of questions by Executive members. As mentioned before, cases are treated as suspicious until demonstrated otherwise.

The Vancouver Police Department’s review of files has changed since 1997/1998. At the time, there were no formal procedures for routinely reviewing outstanding MP files. Now MP files are regularly reviewed by the MPU Sergeant and Detectives. Outstanding files are displayed in the MPU’s “Workflow” and are reviewed daily by MPU team members. The RCMP E-Division’s BC Police Missing Persons Centre also reviews MP files.

The MP Detective closed MP files at his or her discretion in the past. Currently, the MPU Sergeant closes files in consultation with investigators when the MP is found.

### *Communication*

The MPU Sergeant and Detectives liaise with family members and reportees. All members of the MPU share the role of keeping affected parties apprised of the investigation.

Since 1998, contact with reportees and family members has increased. Communication is now a high priority and a routine part of the investigative process. MPU members provide frequent updates and support for family members, a process that includes holding in-person meetings.

### **Planned Amendments**

At the time of the survey, the Vancouver Police Department intended to amend its MP policy to highlight the importance of handling MP cases of Aboriginal people, homeless people and sex trade workers. The amendment had been pending for several months but was delayed due to extensive community consultation; however, it was to be submitted to the Police Board for approval at its February 2012 meeting. At the time this report was being completed, it was unknown whether the policy had been approved.

The amendment contains a definition of “marginalized people” that include homeless people, people with alcohol or drug addictions or mental disorders, sex trade workers and anyone that may be subject of a cultural bias. In the future, MP complaints will be evaluated to determine if MPs belonging to this group should be investigated as high risk MPs.

## 2. CALGARY POLICE SERVICE

### 1997/1998

#### *Acceptance of MP Reports*

In 1997/1998, the Calgary Police Service accepted missing persons reports. It had a written mandate or policy for accepting and/or investigating MP reports. It is unknown when the Calgary Police Service first began accepting MP reports, but MP reports dating from 1977 have been reviewed.

The Calgary Police Service accepted 2898 MP reports in 1997 and 3062 MP reports in 1998.

MP reports were received by front line members, at front counters and through the Calgary Police Service Communication Section.

An MP report recorded the MP's "tombstone data" and data required by CPIC, which included:

- name,
- date of birth,
- address,
- place of occurrence,
- date/time of report,
- date/time last seen,
- sex,
- race,
- build,
- hair colour,
- glasses,
- height,
- weight,
- tattoos, marks and scars,
- jewelry,
- roles,
- occupation,
- marital status,
- activity (criminal activity or involvement in prostitution),
- dental chart,
- dependencies (drugs, alcohol, etc.),
- whether the MP was a ward of government,
- whether the MP was an outpatient, and
- probable cause of disappearance (CPIC).

The report also documented the name and other tombstone data of the reportee and the complaint synopsis. The information was recorded in an electronic Police Information Management System report.

There were no formal restrictions on who could make an MP report. However, there were restrictions in practice: only a clerk or nurse could report a person missing from a hospital, and employers would occasionally have difficulties reporting employees missing.

There were restrictions based on how long a person needed to be missing if the MP was missing from a group home: there was an eight hour restriction for group homes before a report would be taken.

There were no restrictions on accepting MP reports based on jurisdiction. In practice, however, there were challenges associated with investigations and information collected. For example, the Calgary Police Service has taken MP reports for persons last known to be in Primm/Las Vegas (Nevada), Kamloops, Lillooet and High Level (Alberta). The Calgary Police Service, like other police services, faces challenges in how it transfers MP files to the appropriate jurisdictions.

### *Resources and Organization*

In 1997/1998, the Calgary Police Service had a dedicated Missing Persons Unit, a part of the Community and Youth Section. Since approximately 1990, the MPU consisted of one Constable who worked as the MP Coordinator. The Coordinator reviewed all MP reports and requested investigative assistance from districts or specialized units, depending on the circumstances. The Coordinator was responsible for monitoring all MP reports, directing further inquiries to various units and work areas, liaising with external agencies such as police or social service agencies, and liaising with families. The amount of time spent on each task was not recorded.

The Coordinator position has been staffed by two different long term officers since 1993.

### *Priority and Investigation*

There was no system in place for assessing the report and determining its priority.

However, the Calgary Police Service did prioritize categories of adult MPs. Certain MP reports required dispatch of a front line member to investigate the report. Upon receipt of an MP complaint that required immediate action – cases with unusual circumstances, young children, elderly persons and senile or mentally “deficient” persons – the Communications Section ensured the information was forwarded to the Dispatcher as soon as possible. If the Communications Section received an MP complaint that did not require immediate action, it would complete an Occurrence Report, assign a case file number, and enter a broadcast message and an advised complaint on the computer aided dispatch system.

The acceptance of MP reports would not have been affected by any of the identified factors. The Calgary Police Service typically took MP reports from anyone who wished to make one. However, that does not necessarily mean that the time frame was not ever influenced by the identified

factors: the Calgary Police Service would take a report but not complete a full investigation for the majority of cases.

The Coordinator reviewed MP files and requested investigative assistance from districts or specialized units, depending on the circumstances.

After receipt of an MP report, the Calgary Police Service did not have routinely followed investigative processes. Historically, there were no set expectations regarding investigative steps.

Investigative steps were recorded in the officer's notes and should have been noted on the report in PIMS, an electronic record of all reports. At minimum, the update would be attached to the Missing Person Details when the MP was located.

### *Referral, Review and Closing*

There was a relationship between the MPU and other units because the MP Coordinator could access any other unit, including Patrol, General Investigation, Major Crime Section, Vice and Homicide, based on the circumstances of the report. In the absence of a crime scene, an outstanding MP report could be forwarded to other units: upon review of the report, the MP Coordinator could make referrals to internal or external police sections or units or social service agencies.

The Calgary Police Service also used inter-jurisdictional resources, such as forwarding information via CPIC with specific requests for follow-up.

The Calgary Police Service used non-police resources in some circumstances. It contacted social service agencies, community centres and other government resources, with the exception of homeless shelters. However, the Calgary Police Service's work with hospitals was not always successful: in practice, hospitals will not provide information regarding John or Jane Does as a result of *Health Information Act* and *Freedom of Information and Protection of Privacy Act* concerns. The Calgary Police Service has had situations in which MPs were ultimately located in hospitals following major search operations.

In some circumstances, the Calgary Police Service also provided information to the media. If the MP was deemed to be at risk of grievous bodily harm or death, a press release would be issued to seek the public's assistance in locating him or her.

In 1997/1998, the Calgary Police Service did not conduct regular reviews of outstanding MP files. The MP Coordinator kept paper files and reviewed them as time permitted.

MP files were made inactive following the initial report and left as inactive until the MP was located.

MPs remained on CPIC as MPs until the file was purged or the MP was located. If an MP was located, the report was updated to reflect this. There were some unusual cases in which a MP might not have been physically located. For example, in the case of a hospital patient, he or she could have been listed as found when the hospital advised it did not want the patient to return to the hospital. However, in the majority of cases, when a MP was located he or she was truly located.



MP reports were updated by Calgary Police Service Communications or by the member who located the MP on the street. Calgary Police Service documentation processes required report approval by a supervisor. A supervisor was supposed to read and approve the report; however, this did not mean there was always thorough review of the circumstances or investigation of the MP report.

### *Communication*

Initial contact with the family or reportee was through the Calgary Police Service Communications Section. If the MP file was assigned for investigation, the assigned unit liaised with the family. The MP Coordinator also contacted the family by telephone when the Coordinator sought communication. However, procedures did not involve regular communication with the reportee or family.

## **2009 Restructuring**

After reviewing select best practices and reports from Canada, the US, the UK and Australia, the Calgary Police Service examined its own MP procedures to determine what changes should be made.

In October 2009, Sergeant Hebert was assigned to review the Calgary Police Service response to MPs. Sergeant Hebert, with the assistance of the Research and Planning Unit, reviewed all usable data from all MP cases. During the review, he identified a number of issues:

- MP cases were routinely made inactive with little or no investigation;
- the data did not have meaningful performance indicators other than missing or found;
- there was no formal process for identifying MPs at risk and allocating the appropriate resources for proper investigations;
- information that could be used to identify a body was not usually gathered;
- 20% of cases were from group home facilities and slightly under 10% were from hospitals;
- there was a significant difference in the number of calls to police communications (5400), the number of reports (3200), and the number of dispatched events (1400);
- reports were taken for long lost MPs, estate matters and locating persons;
- reports were taken for MPs with no links to Calgary;
- there appeared to be some service-wide apathy to MP investigations;
- there was no standard method of determining what MP calls would receive a police response; and
- there was no standard of investigative steps to be taken.

Sergeant Hebert conducted a review of policies and procedures from different agencies and a literature review. He also consulted with other police and non-police agencies.

From his review and analysis, Sergeant Hebert developed a new set of policies and procedures tailored to the specific situation in Calgary and the identified areas of concern. The main focus was to provide a framework for intake, a determination of required resources based on the circumstances, supervisory oversight and continuation of investigations through to resolution.

Based on the literature and policy review, formal policy changes were drafted in 2009 to 2010 and formalized in August 2011.

## **Currently**

### *Acceptance of MP Reports*

The Calgary Police Service currently accepts MP reports. In 2010, it received 3480 documented MP complaints. Of these, 62% were for youths aged 12 to 17. The City of Calgary Public Safety Communications had 5378 calls from the public initially documented as possible MPs.

The acceptance and investigation of MP reports has changed since 1998 as a result Calgary Police Service's internal review of its MP policies and procedures. Previously, MP reports could be received from the public to the Communications Section, front line members or front counter staff. Currently, anyone reporting an MP is directed to Public Safety Communications.

PSC enters a report of every MP complaint in an electronic record. At intake, a standard set of questions is asked. The following information, comprising tombstone information and information mandated by CPIC, is recorded in the MP report:

- name,
- date of birth,
- address,
- place of occurrence,
- date/time of report,
- date/time last seen,
- sex,
- race,
- build,
- hair colour,
- glasses,
- height,
- weight,
- tattoos, marks and scars,
- jewelry,
- roles,
- occupation,
- marital status,
- activity (criminal activity or involvement in prostitution),
- dental chart,
- dependencies (drugs, alcohol, etc.),
- whether the MP was a ward of the government,
- whether the MP was an outpatient, and
- probable cause of disappearance (CPIC).

Additionally, a report synopsis and a risk assessment (discussed below) are recorded.

This information is recorded in an electronic record. Any paper copies of documents are scanned into an electronic format and recorded under the case number.

There are restrictions on who can report an MP.

There are also jurisdictional requirements: the MP must have some confirmable link to Calgary for the Calgary Police Service to begin an investigation. A confirmation link includes a phone number, an address, police information or another physical starting point. Absent a link, the reportee will be directed to contact the appropriate jurisdiction for the report to be taken. If the other jurisdiction refuses to take the report, then the Calgary Police Service will take the information and forward it to the appropriate agency for investigation.

Previously, the Calgary Police Service would take an MP report even if the MP had little or no ties to Calgary. The new policy was changed to mirror the RCMP's policy and ensure the appropriate agency conducts the investigation; however, the Calgary Police Service chose to allow MP reports to still be taken to help families report MPs.

There are currently no restrictions on how much time a person must be missing before a report is taken. The policy specifically states, "There is no waiting period to report a person as missing."

This has changed: in the past, an eight-hour time period was imposed for persons missing from group homes. Now, a group home is required to report absences to assigned social workers or emergency social services workers, who determine if the youth meets the Child Welfare risk assessment for reporting. The social worker or emergency social services worker reports the missing youth to PSC, through his or her direct line, and conducts a risk assessment to determine the level of risk to the MP.

The acceptance of MP reports is not affected by any of the identified factors.

### *Resources and Organization*

The Calgary Police Service has a dedicated MPU. Beginning in June 2011, the authorized strength was changed to one Sergeant and three Constables. The MPU is a part of the MCS under the Homicide Unit; in 1998, it was a part of the Community and Youth Section.

The MPU's primary responsibilities are

- developing policy;
- training;
- reviewing investigative files;
- following up on investigations; and
- providing assistance to front line members.

Each task takes up approximately the same percentage of time.

This composition and function of the MPU has changed since 1998, when there was a single Constable, the Coordinator, responsible for reviewing MP files. The Coordinator followed up with reportees and social service agencies to resolve complaints by locating MPs. The Coordinator also contacted appropriate areas to bring forward investigations which were of concern or required additional follow up to resolve.

### *Priority and Investigation*

There are several options to escalate the police response pursuant to the Calgary Police Service's policy. The key component is that an MP investigation is not concluded until it is determined that the MP is low risk to himself or herself, left voluntarily, or has been located.

After an MP report is accepted, a risk assessment is conducted and included in the recorded details of the report. The Risk Assessment Matrix essentially determines if this is it out-of-character for the MP. The Risk Assessment Matrix was created to be very specific and provide a decision-making framework for officers. The level of risk dictates the police response.

In completing the risk assessment, the MP will be rated as Low, Medium or High risk, or Endangered. Examples of Endangered MPs include MPs with Alzheimer's/dementia, children under 12, people who have significant mental health issues or are suicidal, cases with suspicious circumstances, MPs with physical capacity issues (injury/death) and MPs endangered due to weather.

The Risk Assessment Matrix rates an MP involved in the sex trade, drug trafficking or high-risk behaviour, or dependent on drugs or alcohol, as High risk. There is, however, no increase in priority with increased amount of time missing: there was no Calgary Police Service data at the time of the review to support a time-frame recommendation.

Based on the level of risk, the identified factors may have some effect. Each factor is discussed below.

- There is no effect if the MP is female.
- The Calgary Police Service is more likely to investigate an MP who is a sex worker.
- In the case of a drug addict, the Calgary Police Service's response would depend on the level of drug use; as noted, there is not a significant heroin abusing population in Calgary.
- The Calgary Police Service is somewhat less likely to investigate an MP with a history of going missing, because the risk assessment identifies when the MP's regular pattern of behaviour changes, becoming outside the norm.
- There is no effect on the Calgary Police Service's investigation if the MP is transient or of no fixed address. The Calgary Police Service has a history of accepting reports from all callers regardless of the amount of time the MP was missing, including calls for long-lost family members and people who have no ties to Calgary. However, policy now requires that the MP must have some confirmable link to Calgary for the Calgary Police Service to begin an investigation.

The investigation can be scaled up to include required additional resources, including resources from General Investigation Units, MCS, Search Management, Crime Scenes or Homicide.

Based on the risk assessment, either a sworn member attends and completes the investigation or the initial information is entered along with the responses to the risk assessment. If the MP is Low risk, the reportee will be advised that no further action will be taken by the police at the time and will be directed to call PSC if anything changes. Low risk MPs will not be put into CPIC. For Medium, High or Endangered MPs, a sworn member will be dispatched to investigate. The immediacy of the response is determined based on the risk to the MP: for emergencies, police initiate an investigation within 10 minutes.

Officers follow the investigative steps outlined in policy. A checklist is available for the initial responder, investigative officer and supervisor. The investigation checklist for the responding officer states the officer must determine the risk using the Risk Assessment Matrix, conduct interviews and search. He or she is also responsible for communication and Calgary Police Service reports. The investigative officer's checklist requires the officer to verify information and evaluate risk, investigate leads/tips, conduct checks and traces, establish a system to ensure all leads are followed up and make reports. The supervisor is responsible for communication, compliance, resources, and reporting.

The sworn member reports to the supervisor and updates the report. At the end of the shift, the investigation is forwarded to the supervisor for further assignment: investigations are continuous and passed on to the next shift.

Investigations have changed since 1998 in many ways. In the past, a police member was only dispatched to investigate certain categories of MPs, such as MPs with mental health issues and elderly and very young MPs. MP reports were simply left on the system until the MP was located. Now, the policy lays out a specific risk assessment and investigative processes.

Routine checks, searches and data entries have also changed since 1998: checks are now included in the PSC standard operating procedures.

All investigative steps are recorded in PIMS and are also expected to be documented in investigators' notebooks. Information recorded includes known areas checked; hospital, taxi and transit notifications; known associates; addresses checked; contact with family; and other investigative actions.

The current expectation is that any investigative step will be documented in the investigative details portion of the PIMS report. This has changed since 1998 in that, previously, after the initial report was taken, the majority of reports were only updated with information when the person was located. Only if additional information was received or substantial investigations were undertaken would it have been recorded into the electronic record in PIMS.

### *Referral, Review and Closing*

Because the MPU is in the MCS under the Homicide Unit, it has a relationship with those units. Further, there are circumstances absent a crime scene when an MP file will be forwarded to another unit. Based on the risk assessment, the MP investigation will be scaled up to include additional resources as required. If there are significant concerns during an investigation, resources from General Investigation Units, MCS, Search Management, Crime Scenes or Homicide can be added.

The Calgary Police Service continues to be cautious with its use of press releases, only using them when there is significant concern for the MP's health and safety. Given the number of reports the Calgary Police Service receives annually, the Calgary Police Service's judiciousness maintains the impact of media releases. Further, the Calgary Police Service notes concerns related to privacy: once someone is identified as an MP, he or she will remain one online forever.

Currently, the Calgary Police Service regularly reviews outstanding MP files. There are two layers of review:

- A Constable reviews outstanding MPs daily from reports filed since the information was last collected. Each file is examined, and additional suggestions are made to address areas of concern.
- The Sergeant reviews the outstanding MP list from the start of the current year to the current date and, with the Constables, reviews the current status of files daily. In addition, the Sergeant reviews historical files on a bi-weekly basis and all MPs on a monthly basis to catch any additional outstanding MPs.

This has changed since 1998: there is now a formal process for file review. Previously, the MP Coordinator kept paper files and reviewed them as time permitted. The MP Coordinator reviewed files on an ongoing basis and requested assistance of street members, General Investigation Units or Major Crimes when there were significant concerns.

An MP file is closed when the MP has been located, as verified by the officer. The report is updated by the primary investigator. Alternatively, if all avenues of investigation indicate the MP is low risk, or left on a voluntary basis, a supervisor of the investigator will review the investigation and confirm the decision to close the file. The supervisor is responsible for reviewing and approving the report, articulating the rationale for the decision to close the file in the report, and notifying the family or reportee of the decision to cease the investigation.

Closure of files has changed since 1998. Previously, reports were updated by Calgary Police Service Communications or by the member who located the MP on the street. The Calgary Police Service documentation processes required report approval by a supervisor. However, files were left inactive until the person was located. These reports could be generated and approved by the PSC supervisor with no investigation, or by a superior of the member assigned to investigate without location of the MP.

### *Communication*

Current MP procedures involve regular communication with family members or reportees. The primary investigator is responsible for updating the reportee regularly and documenting all communication.

The amount of communication is determined by the level of risk. There is no follow-up review with the reportee or family for low risk MPs. For higher risk MPs, the assigned member is expected to check with the reportee or family daily. As time goes on, families and officers may agree to change the schedule for communication.

Communication practices have changed since 1998. Currently, communication is formally expected in the policy; before this was not the case.

### *3. EDMONTON POLICE SERVICE*

#### **1997/1998**

##### *Acceptance of MP Reports*

In 1997/1998, the Edmonton Police Service accepted missing person reports pursuant to its written mandate or policy for accepting and/or investigating MP reports. The Edmonton Police Service has always taken MP reports.

MP reports were accepted by phone through the Edmonton Police Service Communications Unit, in person to divisional and community police stations and occasionally to on-duty Edmonton Police Service Beat or Patrol members.

Details recorded in the MP report included

- age and mental or physical condition of the MP;
- weather conditions;
- location, time and date the MP was last seen;
- length of absence;
- any unusual circumstances; and
- clothing description.

Information was recorded in hardcopy and electronically.

There were no restrictions based on jurisdiction, who could report a person missing, or how long a person needed to be missing before a report would be taken.

##### *Resources and Organization*

The Edmonton Police Service had a dedicated Missing Persons Unit, first established in 1982. In 1997/1998, it was staffed by a full-time Detective who acted as the MP Coordinator. The MP Coordinator spent all of his or her time devoted to coordinating MP cases with divisional Criminal Investigations Detectives. No specializations existed.

##### *Priority and Investigation*

After receipt of an MP report, the Edmonton Police Service had routinely followed investigative procedures. The Edmonton Police Service Policy and Procedure Manual Part 2 Chapter L explained all the steps to be taken from the time of the initial report through the resulting investigation.

Initial investigations were conducted by frontline Patrol members. Follow-up investigations were conducted by the divisional Criminal Investigative Section. In suspicious circumstances the Homicide Section investigated.

In its policy, the Edmonton Police Service outlined a number of categories to be considered for a more timely investigation. These categories were

- very young or old persons,



- person suffering from Alzheimer's,
- mental and physical condition of the subject,
- weather conditions, and
- unusual circumstances.

It is perceived that it would have had no effect on the acceptance or investigation or reports if the MP was a woman, a sex trade worker or a drug addict; however, the Edmonton Police Service was somewhat less likely to accept and/or investigate a report if the MP had a history of going missing or was transient or believed to be of no fixed address. There was no specific risk assessment in place that identified these categories and priority was determined on a case by case basis.

The Edmonton Police Service made a hardcopy record of investigative steps: all reports were filed in the standard reporting format of the time and kept in a central registry. Interviews, statements and checks of CPIC and other databases, including the motor vehicle branch and Criminal Justice Information Service, and hospital checks were the sort of investigative steps normally recorded.

### *Referral, Review and Closing*

There was a relationship between the MPU and Homicide: after the two-week diary date, if further follow up was required, all MP reports were forwarded to the Homicide Staff Sergeant. MP reports were then logged out through Homicide and diary-dated to the corresponding CIS Staff Sergeant. The CIS Staff Sergeant would, if required, diary-date and assign the file for ongoing investigation. The file would remain with the CIS for completion unless foul play was suspected.

There was no written policy with respect to forwarding files to other agencies but inter-jurisdictional resources were used; namely, CPIC message notifications were sent to involved agencies.

The Edmonton Police Service used non-police resources in some circumstances. Edmonton Police Service Policy referred to the use of Edmonton Police Service media relations, liaison with Block Parent Organizations for missing children files, Social Services liaison, and the use of Search Managers and civilian search teams to assist if necessary.

The Edmonton Police Service did not regularly review outstanding MP files. However, files classified as inactive were subject to indefinite periodic review.

A file could become inactive if all avenues of investigation were exhausted and the MP was still missing. At that point, a form known as an "R-2", outlining the progress to date, was submitted and the member in charge of Major Crimes Division reviewed the file. If appropriate, the file might be classified as suspended, which would place the file as inactive and subject to periodic review.

### *Communication*

The initial investigator conducted the initial follow up for a dispatched call. Any further follow up with the reportee and family was conducted by the CIS or the MP Coordinator.

There was no specific policy with respect to contact with the family or reportee. Liaison occurred during active investigation. Once an investigation was classified as suspended, communication was only initiated by the family.

## **2007 Review**

All MPU policies and procedures changed as a result of the Missing Person Investigation Protocol report. Conducted in the spring of 2007, the Protocol was an extensive review of MP protocols and procedures. In the Protocol report, an Edmonton Police Service Inspector identified major issues and concerns with the overall investigation and handling of MP files, finding inefficient and inconsistent practices for receiving and investigating MP files.

Several recommendations from the Protocol were implemented, including single point reporting, transition to a risk assessment model, and staffing the Unit with two full-time investigators by February 2008. Recommendations were implemented to ensure MP files were investigated to conclusion and all outstanding historical MP files were reviewed. The MPU's focus changed from coordination to active investigation of MP files.

## **Currently**

### *Acceptance of MP Reports*

The Edmonton Police Service currently accepts MP reports. In 2010, the Edmonton Police Service received 1534 MP reports.

To ensure consistency, MP reports are only received through phone calls to the Police Dispatch 911 Section. Details recorded in the report include standard data, such as name, date of birth and description. This information is recorded online.

There are no restrictions regarding jurisdiction, who can report a person missing, or how much time a person must be missing to be reported. This has not changed since 1998.

### *Resources and Organization*

The Edmonton Police Service has a dedicated MPU. Until 2007, when comprehensive restructuring took place, the MPU consisted of a single Detective operating as the MP Coordinator. The MPU is now staffed by one Sergeant and two Constables (investigators). The MPU's primary responsibilities can be broken down as follows:

- 70% - investigation of active MP files,
- 10% - investigation of historical MP files,
- 10% - oversight of active Patrol MP files, and
- 10% - administration and training.

### *Priority and Investigation*

When an MP report is received by the Police Dispatch 911 Section, a risk assessment is conducted based on information gathered over the phone. Edmonton Police Service policy, instituted in 2008, requires that all MPs are subject to a risk assessment.

The risk assessment questions address issues surrounding the MP's circumstances, such as behaviour that is out of character, enquiries made to date by the reportee, mental state, physical or mental condition, high risk lifestyle choices and addiction issues. The answers to the risk assessment are documented in the initial report.

Once a risk assessment is conducted, there are three possible actions:

- an MP deemed to be high risk is listed on CPIC as missing, and a Patrol Unit is dispatched immediately;
- the MP is listed as missing on CPIC, but due to non-emergent circumstances, the file is sent to the MPU for investigation; or
- if the MP does not meet the criteria to be listed on CPIC as an MP, the reportee is advised of further steps he or she can take and to contact police if circumstances change.

Whether the MP is a woman, a drug addict, or transient or believed to be of no fixed address has no effect on the acceptance or investigation of the MP report. However, if the MP is a sex trade worker, the Edmonton Police Service is somewhat more likely to accept the report or investigate. If the MP has a history of going missing, the Edmonton Police Service is somewhat less likely to list the person on CPIC as missing. The Edmonton Police Service's risk assessment is by design ethnically and gender neutral. Risk factors are based on the MP's circumstances.

Once a person meets the criteria to be listed as missing, the file is fully investigated. Currently all MP files are actively and fully investigated until all investigative avenues are exhausted or the person is located.

Responding Patrol Units must use the Missing Persons Investigative Checklist as an investigative tool. The checklist consists of the following actions:

- check CPIC and EPROS;
- interview reportee and witnesses;
- conduct a thorough search of residence and outbuildings;
- determine if this is out of character;
- obtain a further detailed description of the MP, including
  - physical and mental health,
  - doctor and dentist information,
  - addiction information,
  - association with criminal activity, gangs or prostitution,
  - places frequented,
  - access to finances,
  - known friends and relatives,
  - internet social networking,

- cell phone information,
- passport information, and
- preferred method of travel;
- determine if the person has an ID;
- attend school or workplace and interview peers at school, co-workers;
- search lockers and personal effects;
- determine when was subject last seen and by whom;
- obtain a recent photograph;
- contact applicable transport agencies (taxi, transit, etc.);
- seize physical evidence such as surveillance footage, etc.;
- conduct a broadcast to all Edmonton Police Service Patrol Units;
- ensure the Watch Commander is up-to-date on the file; and
- contact the Staff Sergeant or Sergeant in the MPU for further investigative direction.

The information obtained is required to be recorded in the initial responder's police report.

All of the above questions generate additional and varied tasks. These tasks may include "pinging" of a cell phone by the cell phone provider to determine the phone's location or contacting a financial institution to determine if the MP has accessed funds.

Although this policy was instituted in 2007, some of the same tasks would have been conducted before that time if an MP was deemed high risk.

There are routine searches and data entries done on receipt of an MP report. All available databases are checked, including those available in 1998 and any that have become available since. All MP investigations have the same level of checks conducted and are reviewed by the MPU.

Investigator notes are retained both electronically, in the current records management system, and hardcopy. The MPU retains a secure hardcopy of extensive investigations.

The Edmonton Police Service changed to its current RMS, EPROS, with electronic reporting in 2006 and full electronic reporting and storage in 2009. Reports outline the investigative steps taken by Patrol, CIS and the MPU. The standardized format of reports corresponds to the Missing Persons Investigative Checklist.

All investigative steps are documented, including database checks, interviews, physical location searches, external agency contacts, internet searches, telecommunications searches, financial institution searches, and media fan outs.

### *Referral, Review and Closing*

The MPU and the Homicide Section regularly liaise on all files that contain suspicious circumstances. If foul play is suspected during the course of an investigation, the Homicide Section Staff Sergeant will be briefed on the investigation and provide direction. The MPU will continue the investigation with oversight by the Homicide Section until it is evident whether there has been foul play or when it is deemed necessary for the Homicide Section to take over the investigation.

The Edmonton Police Service regularly reviews outstanding MP files. Files are reviewed monthly with the MPU Staff Sergeant to ensure consistency, investigative direction and status.

The review process changed in 2007. Prior to 2008, there was no formalized policy for review of outstanding MP files. Now, there is increased review of files: the MPU reviews all MP files and provides any necessary investigative assistance or direction.

All MP files are kept open until the MP is located. Once all investigative avenues have been exhausted, the file is deemed historical. Historical files remain open until new information is received and are subject to monthly review. This has changed since 1998 when, at the time, files were suspended at the discretion of the member in charge of the Major Crimes Division.

### *Communication*

The Edmonton Police Service's MP procedures involve regular communication with reportees or family members.

During initial investigation by the respective Patrol Unit, the primary investigator is the designated contact person. He or she has regular contact with the reportee or family.

As a result of a policy change in 2007, there are now two dedicated investigator positions in the MPU. If the file is taken over by the MPU, the assigned MPU investigator becomes the single point of contact. A family member can contact the MPU at any time, to speak to any investigator within the MPU, because all MPU investigators have knowledge of every file.

#### 4. WINNIPEG POLICE SERVICE

##### 1997/1998

##### *Acceptance of MPs Reports*

In 1997/1998, the Winnipeg Police Service accepted reports of adult missing persons and had a written mandate or policy for accepting and/or investigating MP reports. It began accepting MP reports in 1974, when MP files were coordinated through the traffic department.

In 1997, the Winnipeg Police Service received approximately 3600 MP reports and in 1998, approximately 4000.

MP reports were received by telephone, at both emergency and non-emergency lines, and in person by civilian call takers/specialists. The following information was recorded online:

- name,
- age,
- description,
- race,
- sex,
- last seen details, including other persons,
- whether this had happened before,
- employer,
- school,
- bank,
- credit card,
- dental information, and
- possible locations or frequented places.

There were jurisdictional restrictions and restrictions regarding who could report a person missing. MP reports were accepted if the MP resided in the jurisdiction. However, exceptions were commonplace: often people were unable to get the appropriate police agency to take the report, particularly when the jurisdiction was in another country.

There were no time restrictions on reporting a person missing.

None of the identified factors had any effect on the acceptance of MP reports.

##### *Resources and Organization*

In 1997/1998, the Winnipeg Police Service did not have a dedicated Missing Persons Unit. However, four full-time civilian specialists, hired in the 1990s, were assigned to work exclusively on MPs. The civilians were overseen by the shift supervisor, a Sergeant, who had other duties. Investigators were assigned from other units, including four Youth Division Investigators who were regularly assigned.

The civilian specialists spent 95% of their time on MPs; the regularly assigned officers spent 40-50% of their time on MPs.

It was also commonplace to have police officers who were on return to work provisions due to injury be assigned file review or family liaison duties respecting MP files. Generally, at least one officer was assigned to these duties from 1997 until 2004.

### *Priority and Investigation*

The civilian call takers looked at risk factors according to the Missing Person Assessment. The Assessment used a scoring system for assessing reports and determining priority. Involvement in prostitution was an identified risk factor, among others.

The Assessment generated a number value that indicated the type of response. A score of more than 10 indicated a unit should be dispatched; a score of 6 to 10 indicated the Staff Sergeant Division 41 or Duty Inspector should be consulted; and a score of 5 and under indicated that a unit would not be dispatched. Numbered scoring was the Winnipeg Police Service's practice from approximately 1998 to 2002. Although the Winnipeg Police Service no longer uses numbered scoring, it continues to use the risk factors identified in the Assessment.

After looking at the risk factors, the civilian call takers forwarded the information to a Staff Sergeant who decided which cases received Detective follow up and which resource area looked at which case.

MPs were entered into the reporting system and assigned on a case-by-case basis to investigative units or Patrol services. Most of the investigations were handled by the Youth Division.

When a very young, aged, mentally or physically infirm person was reported missing, the Shift Supervisor of the Youth Division or the Duty Inspector was notified and the Street Supervisor attended. The Shift Supervisor or Duty Inspector decided which action to take. When necessary, the Shift Supervisor of the Youth Division assigned a team of investigators to continue the investigation. If appropriate, a Patrol Unit attended and commenced a search and investigation.

Uniform response was a regular occurrence.

The Winnipeg Police Service had routinely followed investigative processes that included area searches and checks of frequented areas, hospitals, workplace and banks, and interviews with friends and teachers.

For reporting, an MP form was required and a report was filed or comments added to the call history electronically. Interviews, area searches, and checks of frequented areas, hospitals, friends, teachers, workplace and banks would normally be recorded.

### *Referral, Review and Closing*

The Vice Unit regularly worked and consulted on MP cases.

The Major Crime Unit or Homicide Unit may have been engaged if a case was suspicious and death was suspected. These units were also advised of incidents with suspected foul play. Absent a crime scene, an MP report was forwarded to Homicide if the information or investigation credibly indicated that a homicide had occurred and a suspect had been developed.

The Winnipeg Police Service used inter-jurisdictional resources such as mutual requests for checks and information fan outs.

The Winnipeg Police Service also used non-police resources. Regular resources were the media, hospitals, shelters (including NGOs such as the Salvation Army) and banks.

Outstanding MP reports were regularly reviewed. Reports were reviewed daily, weekly by different workers or police officers, and every 30 days.

Once the MP was located, MP files were closed by the civilian specialist or police officer. The supervisor reviewed the report and removed it from CPIC.

### *Communication*

A civilian specialist and any assigned police Detectives regularly liaised with family members or reportees. Civilian specialists made callbacks daily for higher risk MPs and weekly for other cases. If a case was transferred to police investigators, the investigators coordinated communication.

## **Currently**

### *Acceptance of MP Reports*

The Winnipeg Police Service has a written policy for accepting and/or investigating MP reports. The Winnipeg Police Service currently accepts MP reports. In 2010, the Winnipeg Police Service received approximately 5500 MP reports.

In 2008, the Winnipeg Police Service conducted an analysis of 1,275 MP reports received during a three month period. The breakdown of cases was as follows:

- 6.2% - Missing children (under 11 years),
- 74.76% - Missing youth (12-17 years),
- 15.83% - Missing adults (18-54 years),
- 3.14% - Missing elderly (55+ years),
- 47.4% - Missing from group homes,
- 12.5% - Missing from foster homes,
- 33.7% - Missing from family residences, and
- 6.4% - Missing from hospitals or institutions.

MP reports are received by phone, to both emergency and non-emergency lines, and in person. Reports made to the Communications Centre for persons not falling under the Endangered Missing Person category will be advised to call the MPU. When on duty, the MPU takes all MP reports. If the MPU is not on duty, reports are taken by Station Duty, Division 11.



Since 1974, most reports made by phone are received by a civilian specialist. In-person reports are received by a police officer and then reviewed by a civilian specialist. This process has not changed significantly since 1998.

Details recorded in the MP report include descriptions, dental information, bank details, circumstances, friends and regular routines. This information is recorded online in the records management system.

Restrictions on reporting MPs have not changed since 1998. There are restrictions based on who can report and jurisdiction. The Winnipeg Police Service takes third-party reports from schools, workplaces or any other person. The Winnipeg Police Service makes jurisdictional exceptions when MP reports have been refused by other police agencies.

Although there is no waiting period to file an MP report, the Shift Supervisors in uniform can consult with the MPU to determine who will continue or investigate an incident. If after 24 hours an MP is not found, they must submit a report to the MPU.

The current policy states:

*A. There is no waiting period to file a missing persons report.*

*B. Reports concerning Missing Persons are processed in the Missing Persons Unit of Division 41, when on duty, or redirected to Station Duty, Division 11.*

*C. If information is received of a missing person who lives outside Winnipeg, the reporting party will be instructed to contact the police service having jurisdiction where the missing person resides. Reasonable assistance should be provided to connect reporting parties with the appropriate agency.*

*D. There may be circumstances that would warrant the report being taken by the Winnipeg Police Service. The Missing Persons Unit Supervisor or the Duty Officer should be consulted in these instances. Nothing in this procedure precludes members of the Service from taking immediate action to locate a missing person when circumstances dictate.*

All the identified factors have no effect. Pursuant to the standard in place since 1974, all reports must be accepted.

### *Resources and Organization*

The Winnipeg Police Service has a dedicated MPU staffed by six investigators, including a supervisor, and four civilian specialists. The MPU works with three Family Services social workers who are not a part of the Unit.

The MPU's time is divided as follows:

- 30% on MP investigations,
- 30% on longer term MP investigations,
- 30% on high risk victim strategy, and

- 10% on administration and training and providing assistance to other units.

This has changed since 1998 when MP's cases were assigned to investigative units, Patrol services, and the Youth Division, which no longer exists.

The process for accepting and investigating MP reports changed in 2004, because MP files were too numerous for the old process to continue. The dedicated MPU now looks at MP files.

### *Priority and Investigation*

Upon receipt of an MP report, a civilian specialist assigns a priority rating: low, medium or high. The rating system is based on risk factors, including age, circumstances, lifestyle, history and weather. The risk factors are a part of the MP report system and are the same as those described in the Missing Person Assessment.

The current rating system is more nuanced and fluid than the past system, when the Missing Person Assessment was strictly followed. The Missing Person Assessment is no longer completed, nor is a numerical value assigned to each report. However, the Assessment may be consulted if the Coordinator is not on staff or there is a computer failure.

The risk factors and assessment are entered into the records management system MP report. The Coordinator then determines the immediate response. In the case of Endangered MP's or when the assessment or circumstances dictate, the Coordinator will contact the Communications Centre to request unit dispatch.

The policy defines a Vulnerable Person and an Endangered Missing Person:

*F. Vulnerable Person - means any person 18 years of age or older who because of their diminished mental capacity and/or physical state: 1) Is at heightened risk of harm to their health and well-being, and is less capable of protecting themselves from risk.*

*G. Endangered Missing Person - means a missing person who meets, or whose circumstances meet at least one of the following criteria:*

*1) Is a child or vulnerable person.*

*2) A child or youth who is missing as a result of being lured through the Internet.*

*3) Any person known to have been abducted or kidnapped.*

*a) If the person who is abducted/kidnapped is under the age of 18. See AMBER Alert Program.*

*4) Any person in poor medical condition.*

*a) Including mental health condition where the person is suicidal, depressed or requires medication to function.*

*5) Any person missing under circumstances inconsistent with their established patterns or behaviour.*

*6) Where there is determined to be a risk of personal injury if the missing person is not located immediately.*

*a) This may include persons who require life-sustaining medication or who are missing outdoors in severe weather.*

The Coordinator may also dispatch a unit if it is believed the MP can be found immediately at a known location.

The Coordinator sends the MP file for review to the Sergeant. Daily, the Investigator and Sergeant look at every new MP case and consider the assessment of priority.

The MPU Supervisor monitors all MP reports and assumes charge of Endangered MPs investigations. Patrol Units generally conduct initial investigations; sometimes units are dispatched immediately on receipt of reports. The MPU investigates long term MPs, persons missing after seven days from the initial MP report, Endangered MPs, and MP reports requiring further investigation.

The policy outlines requirements for initial investigations by Patrol members. Members take reports; conduct cursory searches, including checking known locations; investigate; and update the MPU.

The Street Supervisor attends to reports of Endangered MPs and assumes responsibility for area searches. The Shift Supervisor must determine if further action is required and, together with the MPU Supervisor, if MPU plainclothes members should take over the investigation.

The MPU's duties are also outlined in policy. The MPU Coordinator's responsibilities generally revolve around taking reports, contacting other units when appropriate, maintaining contact with the reportee, contacting banks and making phone trace requests:

*1. Coordinator shall: [CALEA 41.2.6]*

*A. Report Of A Missing Person*

*1) When on duty, take all reports of missing persons.*

*2) If a unit has been sent, the assigned unit will complete the report under the CAD dispatch number.*

*3) If a unit is not being sent: a) Generate an RMS Occurrence and obtain an "R" report number. b) Complete the report.*

*4) If the missing person is under the age of 18 years: a) Ask the parent/legal guardian where the missing person should be taken when they are located. b) Update Missing Persons Report.*

5) Consult the Missing Person Assessment a) If the assessment dictates, or the missing person meets the definition of an Endangered Missing Person contact Communications Centre (via Police Non-Emergency Telephone Number) and request a unit to be dispatched.

6) Ensure reporting persons have checked all hospitals and other appropriate agencies for the missing person.

7) Enter person on CPIC.

8) If there is an indication that the missing person is going to another jurisdiction, send a CPIC message to advise the appropriate agency, including instructions on what to do if the missing person is found. [CALEA 41.2.6] a) If the missing person is believed to be leaving the city by air, notify the Duty Office.

9) If required, complete media release for the Public Information Officer

10) Check with reporting persons at least once a week to determine if the missing person has returned.

11) Contact banks or other financial institutions to see if any credit cards/accounts have been active since the person was reported missing.

12) Notify Missing Persons Unit Supervisor, and Division 41 Analyst of all Endangered Missing Persons.

13) Notify Vulnerable Persons Coordinator for any vulnerable persons reported missing.

14) For telephone subscriber information a) If subscriber information on a telephone number is required, submit the Missing Persons Telephone Trace Request (P-950). b) When request is returned: i) Update RMS with results of P-950. ii) Forward the returned P-950 to the Supervisor - Technical Support Section.

In some cases, MPU officers conduct the bulk of the investigation:

2. Plainclothes Members shall:

A. Report Of Missing Person [CALEA 41.2.6, 41.2.7]

1) Investigate all endangered missing persons, long term missing person or any other missing person incidents as directed by the Missing Persons Unit Supervisor.

2) Ensure that the following persons have been interviewed, and re-interview them if more details are required: a) Last person to see the missing person; b) Last person to have contact with the missing person; c) Immediate neighbours; d) Family members and friends; e) Co-workers and associates; f) Teachers and classmates (if applicable); and/or g) Any other person who can provide information about the incident.

*3) Identify if the missing person uses a computer (email, internet chat lines, computer history files, etc.). a) Obtain assistance from Technological Crime Unit if necessary.*

*4) Determine circumstances surrounding the missing person's disappearance.*

*5) Conduct follow-up interviews with all repeat missing persons to determine if any outside agency can provide assistance to prevent reoccurrence.*

*6) Violent Crime Linkage Analysis System (ViCLAS) a) Complete the ViCLAS Crime Analysis Report when the criteria listed for Missing Persons has been met. Follow the instructions prescribed.*

*7) For telephone subscriber information a) If subscriber information on a telephone number is required, request the Missing Persons Coordinator submit the Missing Persons Telephone Trace Request (P-950).*

There are routine searches, data entries or checks done upon receipt of an MP report. While these have remained the same, the recording system has changed.

All investigative steps are recorded in the investigative file or on the computer-aided dispatch system and RMS. Police notebooks are also used. For long term cases, the Winnipeg Police Service uses electronic sorting that includes specific task management processes. Intelligence files are connected to the regular RMS: information can be found through the intelligence unit or viewed immediately, depending on clearance level.

### *Referral, Review and Closing*

Currently, MP cases are coordinated by the MPU, unless Homicide chooses to take or coordinate the case. The MPU uses resources from other areas as needed. The MPU regularly uses resources from electronic surveillance, physical surveillance, Vice, Homicide, community support units, the Ground Search and Recovery Unit and school resource officers.

The interaction between the MPU and other units has changed since 1998 in some respects. However, there has been contact among units regarding MP files since the assignment of the civilian specialists. Additionally, there has been regular contact between the MPU, Sex Crimes Unit and Vice Unit since the early 1990s and since 2004 Homicide has been in regular contact with civilian specialists and assigned Detectives on suspected homicide cases.

In the past, Homicide or Major Crime was involved in MP cases, absent a crime scene, when information was sufficiently compelling. They were involved in a number of cases before the MPU was created.

The Winnipeg Police Service works with outside organizations on MP cases. For example, the policy outlines processes for receiving subscriber information from Manitoba Telecom Services and outlines the circumstances in which information will be released to the media. In certain circumstances, information can be released to the media on the authorization of the Staff Sergeant or Duty Officer:

## *9. Releasing Information To Media [CALEA 41.2.6]*

### *A. Criteria for releasing information to media*

- 1) The missing person is believed to be at risk due to medical conditions, including mental health issues; or*
- 2) The missing person has gone missing under suspicious circumstances; and*
- 3) The issuance of a media release would assist police in locating the missing person and would not be detrimental to any investigation.*

The Winnipeg Police Service uses inter-jurisdictional resources on MP cases. The Winnipeg Police Service's policy addresses working with other police jurisdictions when information suggests the MP is going to another jurisdiction, or if another jurisdiction requests assistance apprehending or transporting missing or runaway children or youths.

Outstanding MP reports are regularly reviewed. After 30 days, the MPU Supervisor reviews MP reports with the assigned plainclothes member to determine if all leads have been investigated. If not, the file will be reassigned back to the plainclothes member. If all leads have been investigated, the report will be forwarded to the Analyst, Division 41 for review. Since 2006, analytical review is conducted upon request of the MPU Supervisor. The analyst position is presently vacant in Division 41; however, analytical services are currently accessed from another area of the Service.

Many cases are reviewed more often than every 30 days.

Long term cases are also reviewed for new leads or processes when the Manager of the Unit changes, once every two or three years.

MP files are closed when the MP is found. Anyone in the MPU can close a file by adding a report or calling a communication to the RMS. If Patrol was the only unit engaged, the file can be concluded by the police crew on submission of a report through the chain of command. An ongoing call can also be closed at the uniform level by a Duty Inspector; however, the general practice is to time hold the call or to direct forward it to the MPU.

The MPU conducts reviews of file closures. Prior to 2004, the civilian specialists conducted reviews.

For cases where the MP returns, the person who made the initial report must call for the file to be closed. In suspicious cases, the police may be required to speak to the MP.

### *Communication*

MP cases involve regular communication. In some cases, there is daily contact from Monday to Friday in the first few weeks once the MPU is engaged. The MPU Coordinator is required to contact the reportee once per week to see if the MP has returned. Contact is less frequent when MP cases become very long term.

Most cases involve a call back process: reportees are given ways to contact the investigator and the police generally to provide new information or report changes. There is usually one point of contact for families: some cases are addressed by civilian specialists and some by police officers. There is more contact through police officers than in the past.

## 5. PEEL REGIONAL POLICE

### 1997/1998

#### *Acceptance of MP Reports*

The Peel Regional Police had a written mandate or policy for accepting and/or investigating missing person reports in 1997/1998. The Peel Regional Police accepted MP reports and has done so since 1974 when the force was created. The Peel Regional Police received 1912 MP reports in 1997 and 2073 in 1998.

Reports were received in person by front line officers. The reports contained all possibly relevant information that might help in locating the MP:

- a full description of the MP including name, date of birth and address;
- a complete physical description of the MP, for example, scars, marks, tattoos and deformities;
- clothing;
- vehicle;
- known hang outs;
- friends;
- possible destinations;
- medical notes;
- place of work; and
- next of kin.

The report was recorded in hardcopy.

There were no restrictions on accepting MP reports with respect to who could report a person missing, the jurisdiction of the MP or how much time the MP had to be missing. However, the original report of a non-resident was sent to the police agency in the jurisdiction where the MP resided.

#### *Resources and Organization*

The Peel Regional Police did not have a dedicated Missing Persons Unit in 1997/1998 but designated an officer in each Divisional Detective Bureau as the MP Coordinator.

#### *Priority and Investigation*

The Peel Regional Police's MP policy included routinely followed investigative processes. In most cases, the front line officer conducted the initial investigation. This initial investigation involved submitting an MP occurrence, notifying the Duty Staff Sergeant and providing a description of the MP, entering the data on CPIC, and attempting to ascertain if the MP was at a shelter.

A member of the Criminal Investigation Bureau conducted the detailed follow-up investigation.



The Peel Regional Police had a system in place for assessing the report and determining priority. Specifically, the on-duty Staff Sergeant or Detective Sergeant reviewed the report and determined the degree of urgency. Policies regarding urgent cases were outlined in Procedure 1-B-122(D):

*1(d) where a degree of urgency exists as in the case of a very young person, someone suffering from a mental disorder, or where suspicious circumstances exist*

*(i) request the attendance of additional personnel;*

*(ii) request the attendance of a supervisor*

*(iii) assess the need to notify surrounding divisions and police services*

*(iv) if deemed beneficial, through the Divisional Staff/Detective Sergeant or Communications Center Supervisor, request a zone alert be issued; and,*

*(v) notify the Communications Centre for a 1070 message to be broadcast, when appropriate, on the police radio; and,*

*(e) ensure that a description of the missing person and other pertinent data has been entered on CPIC;*

...

*2 Where a degree of urgency exists the Duty Staff Sergeant shall:*

*(a) notify the Duty Inspector and the on-duty Detective Sergeant, and keep them informed of the status of the occurrence;*

*(b) when suspicious or unusual circumstances are present, notify the Officer-In-Charge of the Homicide and Missing Persons Bureau forthwith; and,*

*(c) consider the use of outside agencies, such as the media to seek assistance from the public in locating the missing person.*

All the identified factors would have had no effect on the acceptance or investigation of MP reports: the Peel Regional Police's policy was to actively investigate all MP reports and try to locate all MPs as expeditiously as possible.

All investigative steps were recorded on a hardcopy MP follow-up report.

### *Referral, Review and Closing*

While there was no MPU, there was a reporting interaction on MP files with Homicide or other units. Specifically, the Homicide Bureau was involved in MP files: the officer in charge of the Homicide Bureau was notified forthwith in cases of suspicious or unusual circumstances. Additionally, a copy of the Occurrence Report was forwarded to the Homicide Bureau after 30 days. A crime scene was not necessary for a report to be forwarded.

The Peel Regional Police used inter-jurisdictional resources in 1997/1998. Specifically, the Peel Regional Police sent zone alerts to other jurisdictions, entered MPs on CPIC, and requested other police jurisdictions conduct residence checks. Additionally, the Peel Regional Police sent the original MP report of a non-resident of Peel Region to the jurisdiction where the MP lived.

In some circumstances, the Peel Regional Police used non-police resources to assist with MP investigations. The Peel Regional Police used various types of media, including radio, TV and newspapers, as well as resources like hospitals and shelters.

Outstanding MP files were reviewed regularly by the Divisional CIB MP Coordinator. After 30 days, a copy of the MP report was sent to the Homicide Bureau MP Coordinator who was responsible for reviewing the file regularly.

MP files were only closed when the MP was located. Closure was authorized by the investigator's supervisor.

### *Communication*

MP procedures required that the reportee was updated on a regular basis and a written record of all contact with the reportee was kept.

The initial front line officer liaised with family and the reportee. Once assigned to a Divisional CIB investigator, the investigator liaised with the family and reportee. Finally, after 30 days, the Homicide Bureau MP Coordinator liaised with the family and reportee when appropriate.

## **Currently**

### *Acceptance of MP Reports*

The Peel Regional Police currently accepts MP reports. In 2010, it received 2318 MP reports.

MP reports are received in person by front line Patrol officers, who are responsible for opening MP files. This is unchanged.

A full description of the MP is recorded in the report, including name; date of birth; complete physical description including scars, marks and deformities; clothing; vehicle particulars; known associates and friends; and hangouts. This information is recorded online.

As in 1998, there are no restrictions on accepting MP reports regarding who can report a person missing, the jurisdiction of the MP or how much time the MP has to be missing.

### *Resources and Organization*

The Peel Regional Police does not have a dedicated MPU. Investigations of MP files are initially conducted by front line officers. The Peel Regional Police also designates an officer in each Divisional Detective Bureau as the MP Coordinator for review of MP reports.

### *Priority and Investigation*

The acceptance and investigation of MP reports has not changed since 1998; however, written policies have been updated to reflect current investigative practices and protocols and to formalize investigative plans from past practice. The Peel Regional Police has routinely followed investigation processes that are outlined in the Criminal Investigative Management Plan and Missing Person Directive.

There are routine searches, checks or data entries performed on receipt of an MP report.

Front line Patrol officers conduct initial investigations. Divisional CIB personnel, including the MP Coordinator, conduct follow-up investigations.

The Peel Regional Police have a system to assess MP reports and determine their priority. The front line officer's supervisor reviews the MP report to ensure the appropriate priority has been placed on the investigation. Where a degree of urgency exists, the Duty Staff Sergeant will notify the Duty Inspector and the on-duty Detective Sergeant and keep them informed of the status of the occurrence and consider the use of outside agencies such as media for assistance locating the MP. Where suspicious or unusual circumstances are present or indicate a strong possibility of foul play, the Duty Staff Sergeant will immediately notify the officer in charge of the Homicide and Missing Persons Bureau.

All the identified factors have no effect on the acceptance or investigation of MP reports. The Peel Regional Police's policy is to actively investigate the circumstance surrounding all MP reports and try to locate all MPs as expeditiously as possible, applying the principles outlined in the Criminal Investigative Management Plan.

All investigative steps are recorded in the Occurrence Report and officer's notes. This has not changed since 1998. However, information is recorded online instead of in hardcopy.

### *Referral, Review and Closing*

Referral to Homicide has not changed since 1998. The officer in charge of the Homicide Bureau is notified forthwith in the case of suspicious or unusual circumstances. Additionally, a copy of the Occurrence Report is forwarded to the Homicide Bureau after 30 days. As before, a crime scene is not necessary for a report to be forwarded to the Homicide Bureau.

The Divisional CIB MP Coordinator and Operations Support Criminal Intelligence Analyst regularly review outstanding MP files. When the MP has been missing for 30 days or more, the MP Coordinator in the Homicide and MP Bureau conducts regular reviews. The Peel Regional Police's review of MP files has not changed since 1998 except for the involvement of the Operations Support Criminal Intelligence Analyst.

MP files are closed on authorization of the officer in charge of the CIB when the person is located. This has not changed since 1998.

### *Communication*

MP procedures involve regular communication with the reportee: the reportee is updated on a regular basis and a written record is kept of all contact. The Divisional officer in charge of the CIB ensures this occurs. This procedure has not changed since 1998.

## 6. OTTAWA POLICE SERVICE

### 1997/1998

#### *Acceptance of MP Reports*

The Ottawa Police Service had a written mandate or policy for accepting and/or investigating missing person reports. It accepted MP reports in 1997/1998 and has done so since it was created in 1995 as a result of the amalgamation of three separate police services.

Reports were received by calls to the call centre or dispatch. The call centre determined the priority of the call by deciding if it would go directly to dispatch or if a report would be made over the phone.

There were no restrictions on who could report a person missing or the time a person needed to be missing before a report would be taken. The Ottawa Police Service did have jurisdictional restrictions on MP reports: MPs were required to be reported to the jurisdiction from which they were missing.

#### *Resources and Organization*

The Ottawa Police Service had a dedicated Missing Persons Unit, a part of the Major Crime Unit. It was staffed by one Sergeant whose time was allotted 70% for investigation and 30% for administration.

#### *Priority and Investigation*

The Ottawa Police Service did not prioritize or have procedures in place to categorize adult MPs.

Some of the identified factors were considered in the decision whether to accept the report. The Ottawa Police Service was more likely to accept the report or investigate if the MP was a woman. The MP's lifestyle dictated the actions the MPU took. The Ottawa Police Service was somewhat less likely to accept the report or investigate if the MP was a sex trade worker or a drug addict or had a history of going missing. It was less likely to accept the report or investigate if the MP was transient or believed to be of no fixed address.

The MPU Sergeant conducted MP investigations.

The Ottawa Police Service had routinely followed investigative processes. Investigative actions detailing the steps completed were recorded in submitted reports.

#### *Referral, Review and Closing*

The MPU had a reporting relationship with the MCU because it was a part of the MCU. However, absent a crime scene, there were no circumstances in which an MP report would be forwarded to Homicide or another unit.

The Ottawa Police Service used CPIC as an inter-jurisdictional resource.

Non-police resources were always used in MP files. For example, media was used to generate tips, and shelters were contacted because they had contact with some MPs.

Outstanding MP files were reviewed annually.

MP files were closed once the MP's location was established. The MP Sergeant finalized the case.

### *Communication*

The Ottawa Police Service had procedures for MP cases involving regular communication: the Ottawa Police Service called to provide updates or look for new information.

## **Currently**

### *Acceptance of MP Reports*

The Ottawa Police Service currently accepts MP reports and received 987 in 2010.

The written mandate for accepting and investigating MP reports has not changed significantly since 1998. The current MP policy was approved in July 2002.

Reports are received by call to the call centre or dispatch. The call centre determines the priority of the call and decides if it goes directly to dispatch or if a report is made over the phone. This has not changed since 1998.

Details recorded in the MP report include descriptors and last known location.

The restrictions on reporting MPs have not changed since 1998. There are no restrictions on who can report a person missing or how much time a person needs to be missing. The jurisdictional restrictions remain the same as they were in 1998.

MP reports are recorded on the records management system, which was introduced in 2000.

### *Resources and Organization*

The Ottawa Police Service has a dedicated MPU, attached to the High Risk Offender Management Section, staffed by one full-time Sergeant and two full-time investigators. Prior to 2004, there was only one full-time Sergeant.

The MPU investigators dedicate their time trying to locate MPs. The MPU Sergeant spends approximately 75% of the time on administrative duties and 25% investigative duties. In addition, all officers attend, on average, two or three courses and seminars per year.

This has not changed significantly since 1998.

### *Priority and Investigation*

The Ottawa Police Service does not have a system in place for assessing the report and determining priority.

The Ottawa Police Service accepts all MP reports regardless of the MP's gender, profession, dependencies, history, transience or whether the person has a fixed address. However, the Ottawa Police Service is more likely to investigate if the MP is a woman, and somewhat less likely to investigate if the MP is a sex trade worker or a drug addict, had a history of going missing, or was transient or believed to be of no fixed address. As clarified by the Ottawa Police Service, all reports are investigated to the full potential of the information the MPU has to work with; the only difference is that reports are prioritized in accordance with the risks involved.

Routine searches done upon receipt of an MP report have not changed since 1998.

Reports of investigative steps are kept in an Investigative Action Report on RMS. The investigative steps added are those included on the details page of RMS; prior to RMS there was only a narrative page. All investigative actions are recorded.

### *Referral, Review and Closing*

There is a relationship between the MPU and other units. As a result of a different reporting chain of command, this relationship is different than the one that existed in 1998; however, it is unknown if or how this specifically affects referral of files. In the absence of a crime scene, there are no circumstances in which an MP report would be forwarded to another unit.

Outstanding MP files are reviewed annually. This has not changed since 1998.

MP files are closed when the MP is located. The MPU Sergeant closes the file.

### *Communication*

Communication practices have not changed since 1998. Procedures include regularly calling family members and reportees to provide updates and look for possible new information.

## 7. YORK REGIONAL POLICE

### 1997/1998

#### *Acceptance of MP Reports*

The York Regional Police accepted missing person reports pursuant to its written mandate or policy for accepting and/or investigating MP reports. The York Regional Police has accepted MP reports since 1971. In 1997, the York Regional Police received 252 missing adult reports and 475 missing youth reports; in 1998, the York Regional Police received 411 missing adult reports and 512 missing youth reports.

Reports were accepted by a uniformed officer who attended the location and obtained details in a statement from the reportee. The report recorded tombstone information and the circumstances surrounding the disappearance, including whether the MP was a chronic runaway or suffered from a mental illness, or if there was foul play.

An MP profile was created using direct voice entry and entered onto the local system and CPIC. A CPIC zone alert was sent out.

There were no restrictions regarding who could report a person missing or how long a person needed to be missing. There were also no jurisdictional restrictions on accepting MP reports: the York Regional Police was responsible for compiling a MP report, entering it on CPIC and issuing a zone alert regardless of where the MP resided. After compiling the report, the York Regional Police forwarded it to the jurisdiction where the MP lived.

#### *Resources and Organization*

The York Regional Police did not have a dedicated Missing Persons Unit. MP files were initially investigated by the responding uniform officer; follow-up investigations were conducted by a Criminal Investigations Bureau officer.

#### *Priority and Investigation*

Follow up on MP files was assigned to a CIB officer at the divisional level. If foul play was suspected, the MCU was assigned.

Circumstances surrounding the MP's disappearance determined the priority assigned to the file. None of the identified factors had any effect on the acceptance or investigation of a report because, regardless of the circumstances of the person going missing, a report was compiled and investigated. However, there were specific procedures in place, specifically a name registry program, for categories of adult MPs who suffered from Alzheimer's or similar diseases.

The York Regional Police had routinely followed investigative processes. The assigned unit followed up with further interviews, liaised with the family to obtain a photo of the MP and further details, and if required, obtained dental records.



The investigator kept a record of investigative steps electronically and in his or her notes. Generally, any follow up was recorded, and included follow-up interviews, investigative actions, and continued contact with the family. The investigator kept a hardcopy of all statements, officer notes and any records because they could not be downloaded onto the electronic report.

### *Referral, Review and Closing*

MP files were assigned to the MCU when foul play was suspected. However, absent a crime scene, there were no circumstances in which an MP file would be forwarded to another unit.

There were circumstances when non-police resources were used to help with MP investigations. Specifically, the District Commander/Duty Inspector was responsible for contacting Public Affairs and public service groups.

The assigned unit regularly reviewed outstanding MP files. Reviews continue to date from cases going back to the 1970s.

MPs files were closed by the investigator when the MP was located.

### *Communication*

The officer assigned from the CIB liaised with family members or reportees. Procedures did not involve regular communication with the reportee or family members; however, the assigned officer contacted the reportee to find out if there was new information.

## **Currently**

### *Acceptance of MP Reports*

In 2010, the York Regional Police received 1312 MP reports.

To initiate an MP report, a uniformed officer attends the location of the complainant and takes a report. The officer is responsible for opening the file.

There are no restrictions on who can report a person missing or how long a person must be missing to be reported. As in 1998, there are also no jurisdictional restrictions: the York Regional Police is responsible for compiling the report if the MP resides in another jurisdiction. After compiling the report, entering it on CPIC and issuing a zone alert, the York Regional Police will forward the report to the jurisdiction where the MP resides.

### *Resources and Organization*

The York Regional Police does not have a dedicated MPU. MP reports are initially investigated by a uniformed officer, with follow-up investigation completed by a CIB officer.

### *Priority and Investigation*

The York Regional Police has a written mandate for accepting and investigating MP reports. This has changed since 1998: the current policy is longer, 22 compared to six pages, provides more direction and outlines the responsibilities at each level in an investigation.

The acceptance and investigation of MP reports has changed since 1998 because officers must now complete the MP report and Search Urgency Chart documents. These documents were created to ensure nothing would be missed during investigations and to assist investigators locate MPs. Changes were made over the years to address changes in MP investigations.

After taking the MP report, the uniform officer completes the Search Urgency Chart. The Search Urgency Chart rates the severity of the report. The scores and responses break down as follows:

- 7 – Most urgent,
- 8 to 11 – Emergency response,
- 12 to 16 – Measured response, and
- 17 to 21 – Evaluate and investigate.

The identified factors have no effect on the acceptance or investigation of MP reports: all received calls are completed and Search Urgency Chart scores determine investigations.

The uniform officer sends the completed MP report and Search Urgency Chart to his or her supervisor. The supervisor reviews the information and determines if immediate steps are needed to locate the MP. If the report requires an emergency response, the Duty Inspector is advised to assist with the manpower and equipment necessary for the search. For follow up, a CIB investigator is assigned.

The York Regional Police conducts routine searches, checks or data entries when a MP report is received: CPIC checks, searches of the area where the MP was last seen, and checks of banking records in high urgency cases are conducted. Compared to 1998, current procedures and policies go into greater depth regarding the MP's physical condition, health and medical condition, clothing, outdoor experience, habits, equipment, past reports and means of travel.

The officer or investigator logs all investigative steps, including interviews, searches, canvasses and CPIC messages sent to other agencies, as they are completed onto the Versadex (RMS) report. The MP report can also be used as a supplemental report as the investigation continues.

The current reporting system allows any officer to see what has been done relating to an MP. This represents a change from 1998 when the investigator kept copies of statements, records and notes that could not be viewed without the hardcopy file.

### *Referral, Review and Closing*

An MP file is assigned to the MCU if foul play is suspected. Further, the Homicide Unit will be contacted immediately and forwarded the MP report in the case of suspicious circumstances.

Recently, the Homicide Unit has taken MP cases from the divisional level to determine if all investigative measures have been taken to date.

The Staff Sergeant in the CIB reviews MP cases regularly.

When an investigator clears a case, a message is sent to the Staff Sergeant who authorizes the case clearance in the case management system. This has changed since 1998, when an investigator could clear a case without the Staff Sergeant's authorization.

### *Communication*

The investigating officer liaises with family members or reportees. When the investigating officer is assigned to the case, he or she will contact the reportee to see if there are any changes or new information. This has not changed since 1998.

## *8. TORONTO POLICE SERVICE*

### **1997/1998**

#### *Acceptance of MP Reports*

The Toronto Police Service accepted missing person reports pursuant to a formal written policy for accepting and/or investigating MP reports.

Reports were taken by the police division where the incident was reported. A hardcopy report was created, detailing the MP's personal information, including a description of the MP and places where he or she was last seen.

The Toronto Police Service did not have any restrictions regarding the acceptance of MP reports based on jurisdiction, who could report a person missing, or the amount time a person needed to be missing. However, MP reports for persons residing in another police jurisdiction were forwarded to that police jurisdiction.

#### *Resources and Organization*

The Toronto Police Service did not have a dedicated Missing Persons Unit. Divisional Detectives, from the Detective Office where the MP was located, were assigned to investigate. This system was established sometime prior to 1992.

#### *Priority and Investigation*

The Toronto Police Service had a system in place for assessing the report and determining priority. The Toronto Police Service also prioritized or had specific procedures for categories of adult MPs: MP searches were conducted in cases with extenuating circumstances such as age, mental capacity or evidence of foul play.

MP reports were always taken and investigated. None of the identified factors would have had any effect on acceptance or investigation.

The Detective Office where the MP resided conducted the follow-up investigation. The assigned Detective followed routine investigative processes during the follow-up investigation.

The investigative officer's notes and updates of the occurrence comprised the record kept of the investigation. All actions taken by the officer to locate the MP were recorded.

#### *Referral, Review and Closing*

There was a reporting relationship with Homicide on MP files: depending on the circumstances, if foul play was suspected, Homicide would be advised.

In certain circumstances non-police resources would be used. Specifically, media releases were used, and schools and hospitals were notified.

Outstanding MP files were regularly reviewed by the investigative Detective, who conducted follow up. When the MP was not located within 30 days and there was no new evidence, explanation or

circumstance indicating that the occurrence should be cancelled, the investigator requested the MP's dentist complete an RCMP 1667 form.<sup>1</sup>

MP files remained open until the MP was located.

### *Communication*

The investigating officer or the Detective Sergeant in charge liaised with family members or reportees. However, there were no procedures regarding regular communication with family members or reportees.

## **Currently**

### *Acceptance of MP Reports*

The Toronto Police Service currently accepts MP reports. In 2010, the Toronto Police Service received 5449 MP reports.

MP reports are received in person only. A police officer is dispatched to interview the reportee and conduct the initial investigation.

The responding officer completes an MP report, fully documenting the details surrounding the MP, including a full account of the description of the MP, including physical description, clothing, vehicles, habits (drugs or alcohol), prior times missing, medical history, potential cause of disappearance, and computer searches conducted. The officer also completes a Search Urgency Chart, which outlines criteria for the officer to consider. The MP report will be put directly into the records management system, ECOPS.

The responding officer's supervisor is responsible for opening MP files: the supervisor is advised of all pertinent facts.

There are no restrictions regarding how long someone must be missing before an MP report will be taken. There are also no restrictions regarding who can report a person missing.

There are no restrictions on reporting a person missing based on the jurisdiction where the person resides or is missing from. If the reportee is not in the jurisdiction, a CPIC message will be sent to the appropriate police service requesting an officer attend and interview the reportee. If the reportee is from the Toronto Police Service's jurisdiction but the MP is not, the report will be forwarded to the jurisdiction from which the MP is believed to be missing. This has changed since 1998: categories of reporting have been amended to determine who is responsible for the investigation of an MP but a report will always be taken and followed up.

The Toronto Police Service has a written mandate for accepting and/or investigating MP reports. Over the years, there have been many updates and changes to the Missing Persons Procedure 04-

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<sup>1</sup> It is not known why the Toronto Police Service uses an RCMP form, but it may be related to standardization of collection of data relating to identification of found human remains.

05; it is updated as the need arises due to changes in technology, best practices, standards and the implementation of new reports or forms.

### *Resources and Organization*

The Toronto Police Service does not have a dedicated MPU. Instead, MP reports are investigated by divisional investigators or, in some cases, the initial reporting officer.

Of the 17 police divisions within Toronto, the responsible division is determined based on where the complainant is at the time of the report and where the person was missing from.

### *Priority and Investigation*

During the initial stage of the investigation, the officer completes a Search Urgency Chart. The Search Urgency Chart was implemented in 2006 and intended as an investigative aid to assist the first responding officer, supervisor and officer in charge to determine the relative urgency and appropriate level of response to an MP report. A decision to increase or reduce the level of search is based upon the facts surrounding the MP.

The Toronto Police Service has a system in place to assess the report. This system determines the level of search for a missing person but not the overall priority of the file.

There are three levels in the system:

- Level 1 – there are no extenuating circumstances and there is minimal concern regarding foul play or the MP's infirmity or limitations;
- Level 2 – when there is evidence of foul play or an MP is
  - under 16 years old and judged likely to be incapable of caring for themselves
  - mentally changed
  - over 70 years old or infirm; and
- Level 3 – implemented when the two proceeding levels are ineffective or the situation, due to extenuating circumstances, necessitates this level be initiated immediately.

Level 1 MPs remain with the initial reporting officer for follow-up investigation. Level 2 and 3 MPs are assigned to divisional investigators for follow up, conducted using the incident management system.

Where foul play is suspected, the investigation will be conducted in accordance with the Ontario Major Case Management Manual.

The identified factors have no effect on the acceptance or investigation of an MP report. There are no restrictions on when an MP report can or cannot be taken and the level of investigation is determined by the circumstances of the person's disappearance.

There have been no significant changes in recording investigative steps. The assigned investigator and anyone assisting the investigation complete Supplementary Reports that are appended to the original MP report and Search Urgency Chart. All steps are normally recorded, including interviews

with reportees, witnesses, and the last person to see the MP; videos obtained; and areas searched. All steps are also documented in the officers' written notebooks.

The acceptance and investigation of MP reports has changed since 1998 because of technological advances. Various electronic means of communication are now used to disseminate information about MPs to specific communities or the population at large and to police officers by internal electronic postings, such as web pages and auto dialer/email systems.

### *Referral, Review and Closing*

The Homicide Squad is notified in circumstances where foul play is suspected, and monitors or assists MP files as necessary.

The Toronto Police Service regularly reviews outstanding MP files: when the MP is not located within 30 days and there is no new evidence, explanation or circumstance indicating that the occurrence should be cancelled, the investigator must request the MP's dentist complete a RCMP 1667 form. This form may now be completed before 30 days have passed at the discretion of the Detective Sergeant; this was not the case in 1998.

MP files are closed when the MP is located and verified to ensure he or she is safe. This has not changed since 1998.

### *Communication*

The assigned divisional investigator liaises with reportees and family members. Toronto Police Service procedure does not involve regular communication with reportees or family members. However, Victim Services is offered and available to all persons making MP reports.

## 9. DURHAM REGIONAL POLICE SERVICE

### 1997/1998

#### *Acceptance of MP Reports*

Pursuant to a written mandate to accept and/or investigate missing person reports, the Durham Regional Police Service accepted MP reports in 1997/1998. It began doing so at its inception when the service was regionalized in 1974. The Durham Regional Police Service carries investigations passed on from the amalgamated forces: it has one outstanding MP investigation from 1963 from the Bowmanville Police Department.

In 1997 and 1998, the Durham Regional Police Service accepted approximately 2431 MP reports in total. The Durham Regional Police Service's current directives do not specifically note how reports were received. The Durham Regional Police Service received reports through the 911 Communications Unit or when a citizen attended a division to file a report.

The first responding officer obtained a detailed description of the MP, including a recent photograph, and established the possible reason for the MP's disappearance. The officer also obtained and recorded relevant information about anything unusual relating to the MP. For example

- physical, emotional and mental condition;
- family, employment or other problems;
- any instances of being previously reported missing; and
- if the MP was registered in the Alzheimer Wandering registry.

Reporting officers and subsequent investigators were mandated to complete the required General Occurrence and Supplementary reports. These reports were stored electronically on the case management system of the time. These reports are now archived and searchable on the electronic database.

There were no restrictions on the acceptance of MP reports; specifically, there were no restrictions based on who could report someone as missing or how much time a person needed to be missing. There were also no restrictions regarding the MP's jurisdiction. Reports from outside jurisdictions were accepted: regardless of where the MP resided, the first responding officer would complete a General Incident/Arrest and Extended Incident Report, have the MP's details entered on CPIC, and contact the officer in charge of the police service with jurisdiction to provide the service with the full details and a faxed copy of the report.

#### *Resources and Organization*

The Durham Regional Police Service did not have a dedicated Missing Persons Unit.

#### *Priority and Investigation*

Phases and investigative steps were detailed in policy. The 1998 Service Directive was developed in response to recommendations contained in the *Report of the Kaufman Commission on Proceedings*



*Involving Guy Paul Morin.* The Service Directive addressed specific recommendations that MP searches be conducted in accordance with a standardized operating procedure and that officers conducting MP investigations be mindful of the possibility that the case could develop into a major crime investigation. Accordingly, it required that all investigative measures employed and statements taken were carefully recorded and, crucially, all evidence preserved. The Directive's purpose was to establish a consistent and effective procedure for conducting searches and investigations.

Investigative procedures were exhaustively outlined in the policy. They included details for Phase One and Phase Two of MP investigations:

*2. Missing Person Investigation- Phase One*

*a. The first officer responding to a missing person call shall:*

- 1) Make detailed notes of the circumstances involved,*
- 2) Interview and record the statement of the person reporting the incident, and that of the last person to see the missing person,*
- 3) Obtain a detailed description of the missing person, including a recent photograph, if available,*
- 4) Establish the possible reason for the missing person's disappearance,*
- 5) Notify the Patrol Supervisor,*
- 6) Obtain and record relevant information regarding any unusual particulars relating to the missing person, such as:*
  - I. Physical, emotional and mental condition,*
  - II. Family, employment or other problems,*
  - III. Any instances of being previously reported missing, and,*
  - IV. If the missing person is registered in the Alzheimer Wandering Person Registry. (See sec. D (2) (b) of this Directive)*
- 7) Search the missing person's home and surrounding area thoroughly, bearing in mind the possibility that the residence might later become a crime scene,*
- 8) If the missing person is of school age, contact and utilize the school staff as a resource in the search and investigation,*
- 9) Complete a General Incident/Arrest Report [DRP1] and an Extended Incident Report [DRP1A], ensuring the details are entered on CPIC, and any possible leads are immediately investigated,*

*10) Contact and brief the Communication Unit staff, and request a general broadcast of the missing person information,*

*11) Contact both local and out of town relatives and friends of the missing person for information about the missing person's possible whereabouts,*

*12) If a person under the age of eighteen (18) years is unlawfully at large, conduct the investigation as though the young person is missing, notwithstanding that a warrant may have been issued; and,*

*13) When a report is received by this police service that a person is missing in another jurisdiction:*

*I. Complete a General Incident/Arrest Report [DRP 1] and Extended Incident Report [DRP1A] regardless of where the missing person resides, or the person making the report resides;*

*I. Have the missing person details entered on CPIC, and,*

*II. Contact the Officer in Charge of the Police Service having jurisdiction over the area in which the missing person resides, provide them with full details concerning the missing person and a faxed copy of the report.*

*...*

*c. The Patrol Supervisor notified of a missing person shall:*

*1) Ensure the Communication Unit staff are notified and the general broadcast has been made, is updated and repeated, as required,*

*2) Ensure all pertinent information is entered on CPIC,*

*3) Consider a Zone or Provincial Alert if the circumstances warrant,*

*4) Ensure all patrol members are notified and appropriately assigned,*

*5) Where possible, locate a next of kin/neighbour/friend of the missing person and have them patrol with the police, in the area of the incident,*

*6) Ensure all required reports are submitted, including Supplementary Reports [DRP 1D] from all personnel involved in the search,*

*7) When all possible avenues of investigation have been fully explored without success, ensure that the first responding officer forwards the case file to the appropriate Criminal Investigation Unit leader for follow-up. (Note: responsibility for conducting ongoing inquiries regarding the missing person shall remain with the first responding officer, unless circumstances clearly dictate otherwise); and,*

*8) Notify the Major Crime Unit leader if the circumstances of the missing person incident initially appear, or later become, unusual or suspicious.*

*d. The appropriate Criminal Investigation Unit Leader or designate shall:*

- 1) Review the case file to ensure that all appropriate investigative action has been taken,*
- 2) Ensure that the incident has been entered on the Case Management System,*
- 3) Assign the case to a Criminal Investigation Unit member for follow-up,*
- 4) Ensure that all outstanding missing person reports are reviewed on a monthly basis,*
- 5) Confer with outside agencies in relation to outstanding missing persons, as required,*
- 6) Meet with Community Police Office investigators to review the status of outstanding missing person investigations, and,*
- 7) If circumstances warrant, and after consultation with the Homicide Unit leader, re-assign the case to the Major Crime Branch for follow up.*

*e. Obtaining Dental Records*

*1) When a missing person report is assigned to an investigator, and the circumstances of the case are such that it appears prudent to obtain the missing person's dental records, the following procedure will be employed:*

*I. Obtain a C.P.I.C. "Dental/Disaster Form" from the Records Branch,*

*II. Provide the Dental/Disaster Form to the missing person's dentist for completion, and,*

*III. Submit the completed form with a Supplementary Report [DRP 1D] to the Records Unit.*

*f. The Records Unit staff shall:*

- 1) Ensure the missing person's dental records are entered on CPIC and,*
- 2) File the completed Dental/Disaster Form and accompanying Supplementary Report [DRP 1D] with the original Incident Report [DRP 1].*

*g. The Homicide Unit leader shall:*

- 1) Assign an investigator to liaise with Divisional Investigators in cases where the missing person investigation involves suspicious or unusual circumstances, and,*
- 2) Review missing person investigations as required and assign an investigator from the Major Crime Branch to assume responsibility of lead investigator, where appropriate.*

### *3. Missing Person Investigation-Phase Two*

#### *a. The Patrol Supervisor shall:*

##### *1) Assume responsibility for the investigation if the following circumstances exist:*

*I. The missing person is a very young child,*

*II. A child has been missing for several hours,*

*III. The missing person is physically, emotionally, or mentally challenged, or is missing from a psychiatric facility,*

*IV. The missing person is aged, ill, or infirm,*

*V. The missing person is suffering from Alzheimer's disease or a similar condition,*

*VI. The missing person has a history of, or has displayed suicidal tendencies, or,*

*VII. There is evidence of foul play, suspicious, or unusual circumstances.*

A further phase of the investigation, Phase Three, outlined the coordination of a physical search.

In 1997/1998, the Durham Regional Police Service had a system for assessing reports and determining priority. MPs were also prioritized based on certain categories. The first responding officer was required to keep his Patrol supervisor apprised of the circumstances of the MP incident and investigative efforts made to locate the MP. The Patrol officer's supervisor assessed the severity of the situation based on the circumstances.

The identified factors would have had no effect in the acceptance of an MP report. However, the factors would have affected the response and investigative measures taken, as a result of the resources assigned to the investigation. However, investigations were continually assessed and resources applied as circumstances required.

The first responding officer and his or her Patrol supervisor and the Divisional Criminal Investigation Branch conducted follow-up investigation on MP files, completing most of the inquiries and investigation. The Patrol Supervisor assumed responsibility after the initial Phase One investigation if the MP was a young child; was physically, emotionally, or mentally challenged; displayed suicidal tendencies; or if there was evidence of foul play or suspicious or unusual circumstances. The Patrol Supervisor also notified the Major Crime Unit if the circumstances were unusual or suspicious.

The Divisional CIB, specifically the appropriate Criminal Investigative Unit Leader, reviewed MP files to ensure appropriate investigative action was taken and assigned Criminal Investigative Unit members for follow up. If required, the Homicide Unit was available as a resource to complete follow-up investigations in suspicious or unusual circumstances.

There was a record kept of investigative steps. Officers were mandated to make detailed notes in their memo books and to make General Incident Reports and Supplemental Reports. Reports were stored electronically on the Direct Entry Case Management System.

### *Referral, Review and Closing*

In 1997/1998, there was a relationship between those working on MP files and other units. Absent a crime scene, there were circumstances in which an MP file would be transferred. The Homicide Unit was notified through the Regional Duty Officer, Patrol Supervisor or Divisional CIB Detective Sergeant if an MP case met the Homicide Unit's mandate: MPs with suspicious or unusual circumstances, evaluated on a case-by-case basis. In those cases, the Homicide Unit Leader assigned an investigator to liaise with the divisional investigator.

The Homicide Unit Leader also reviewed MP investigations as required and assigned an investigator from the Homicide Unit to assume responsibility as the lead investigator when it was appropriate.

The Durham Regional Police Service used non-police resources in some circumstances. During Phase Three, in some cases the Durham Regional Police Service sought search assistance from various search groups and registries, radios stations, the fire department and works department, and civilian volunteers.

The Criminal Investigative Unit Leader reviewed all outstanding MP reports on a monthly basis and conferred with outside agencies and Community Police Office investigators on outstanding files. However, the responsibility for conducting ongoing inquiries remained with the first responding officer, or if the file was re-assigned, with the assigned investigator from the CIB or Homicide Unit.

MP files could be closed by the investigating officer when the MP was located. Closure was authorized by the supervisor, the Divisional Detective Sergeant or the Homicide Unit Detective Sergeant.

### *Communication*

The first responding officer, Patrol Supervisor or member assigned as the Search Coordinator continually updated the family or reportee of the status of the search. If the file had been reassigned, the CIB member was responsible for updating the family or reportee. The officer in charge of the file would be responsible to ensure all appropriate communications were completed.

## **Currently**

### *Acceptance of MP Reports*

The Durham Regional Police Service currently accepts MP reports. It received 1881 MP reports in 2010.

MP reports are received through the 911 Communications Unit or in person when a citizen attends a division to file a report. In addition, the Durham Regional Police Service has a specific policy regarding the acceptance, dispatch and investigation of MPs from group homes. The receipt of MP

reports has changed because the Durham Regional Police Service now has a Regional Reporting Centre, which can at times take MP reports for habitual, non-suspicious MPs from group homes over the phone.

The MP report, recorded in a General Occurrence Report, includes but is not limited to

- name;
- date of birth;
- detailed physical description;
- detailed description of clothing and direction of travel and possible destination;
- date, time, location and who last saw MP;
- the identity of any persons believed to be with, or known associates of, the MP;
- next-of kin, Durham Children's Aid Society worker or probation officer;
- possible reason for absence;
- state of mind;
- previous history;
- medical problems and medications required; and
- location of any evidence and witnesses relevant to the investigation.

This information is stored on the electronic case management system and in the officer's memo book.

There are no restrictions regarding who can report a person missing or on how long a person must be missing before a report is taken. There continues to be no restrictions on accepting reports based on the jurisdiction of the MP: when the MP is missing from another jurisdiction, the first officer responding to the MP call will complete a General Incident/Arrest and Extended Incident Report, have the MP's details entered on CPIC and then contact the officer in charge of the police service with jurisdiction and provide the full details and a faxed copy of the report.

### *Resources and Organization*

The Durham Regional Police Service does not have a dedicated MPU.

### *Priority and Investigation*

The acceptance and investigation of MP reports has changed since 1998: the MP directive is reviewed yearly and changed in accordance with current standards and mandated case management systems. The purpose of the directive is to establish a consistent and effective procedure for conducting MP searches and investigations.

There is a system in place for assessing MP reports and determining priority. The Patrol Supervisor will assume responsibility for the investigation in the case of some MPs. Specifically, the Patrol Supervisor will assume responsibility if the MP

- is a young child;
- is physically, emotionally, or mentally challenged, or is missing from a psychiatric facility;

- is aged, ill or infirm;
- suffers from Alzheimer's disease or a similar condition; or
- has a history of or has displayed suicidal tendencies.

The Duty Inspector's responsibilities regarding MP files with suspicious circumstances, a strong possibility of foul play or vulnerable MPs are also described in policy. In the case of suspicious circumstances, the Duty Inspector will obtain a situation report and request additional resources and personnel as required. The Duty Inspector must evaluate all MP cases involving vulnerable persons – young children, developmentally disabled, mentally challenged or ill persons, or persons who are sick, suicidal or vulnerable due to their age – who are at risk of serious injury or death based on the totality of the circumstances. The Duty Inspector will also notify the Homicide Unit where there is a strong possibility of foul play.

All of the identified factors have no effect on the acceptance or investigation of MP reports.

The Durham Regional Police Service's routinely followed investigative procedures have changed because the Durham Regional Police Service has added an MP Coordinator and refined the duties for the Community Police Office-CIB and Homicide Unit to include additional information on dental records and DNA.

The initial investigation is conducted by the first responding officer. It remains with this officer unless circumstances clearly dictate a transfer is necessary. Members will appropriately respond to all incidents to which they are dispatched, happen upon, or are otherwise assigned during the course of their duty. Members will advise their Patrol Supervisor as soon as practicable when attending an MP incident.

The Divisional CIB Detective Sergeant reviews MP files to ensure appropriate investigation and assigns files to members of the CIB for follow up. After consultation with the Homicide Unit Detective Sergeant, the Divisional CIB Detective Sergeant will re-assign MP cases to the Homicide Unit if the circumstances warrant, for example, when there is a strong possibility of foul play.

The Durham Regional Police Service's policy details investigative processes and responsibilities. The policy identifies the responsibilities of members, the Patrol Supervisor, the Divisional CIB Detective Sergeant, the Duty Inspector and the Homicide Unit with regard to MPs.

Generally, members must complete an MP General Occurrence Report, ensure details are entered on CPIC and any possible leads are immediately investigated.

The investigation of MP reports has not changed significantly but has been refined with important amendments and additions. Examples include changes to the case management system (Versedex), how searches are conducted with the Search Urgency Evaluation Form, ViCLAS reporting protocols, and CPIC queries, and additions to investigations, such as the collection of articles that could provide a DNA profile for MPs missing for more than 21 days.

Some routine searches, checks or data entries have changed since 1998. Recent additional actions include:

- considering obtaining the MP's computer for analysis by the Electronic Crimes Unit; and
- if the MP is believed to be operating a motor vehicle, adding the motor vehicle as an entity in the General Occurrence Report, ensuring the vehicle is added to CPIC, and checking if the vehicle has been checked on CPIC in the last 72 hours.

Records are made of investigative steps. Responding officers and subsequent investigators are required to complete General Occurrence and Supplementary reports, stored electronically on the case management system. The sorts of investigative steps normally recorded include

- interviews and records of the statement of the complainant and the last person to see the MP;
- detailed description of the MP, including a recent photograph, if available;
- relevant information regarding any unusual particulars relating to the MP, such as
  - physical, emotional and mental condition,
  - family, employment or other problems,
  - any instances of being previously reported missing,
  - whether the MP is registered on the Alzheimer Wandering Persons Registry;
- efforts made to locate the MP by searching his or her home and surrounding areas and where he or she was last seen;
- friends, relatives and associates contacted for information about the MP's possible whereabouts;
- searches regarding computers and cell phones related to the MP and social networking sites used by the MP;
- motor vehicle, if the MP is believed to be operating one;
- checks on the MP or any vehicles;
- officers involved in the investigation and supervisors notified;
- evidence seized; and
- zone/provincial alerts.

All pertinent details must also be recorded in the officer's notebook. The MP must be placed on CPIC, and when the MP has been missing for more than 21 days and foul play is suspected, the MP must also be entered onto ViCLAS.

MP investigations conducted by Homicide are documented in compliance with the Ontario Major Case Management System.

Documentation has changed since 1998. The Durham Regional Police Service now uses Versadex as its case management system. Further, the Durham Regional Police Service's recording practices have also changed: it now uses the Ontario Major Case Management System, and the Homicide Unit uses ViCLAS when foul play is suspected, with the Forensic Identification Unit collecting DNA for potential DNA profile development.

### *Referral, Review and Closing*



As indicated in the policy, Patrol Units, the CIB, and the Homicide Unit work together on files as needed, for example, when circumstances indicate a strong possibility of foul play. When necessary, files are transferred to different units in the absence of a crime scene.

The Durham Regional Police Service conducts regular reviews of outstanding MP files. The Divisional CIB Detective Sergeant reviews MP files to ensure that all appropriate investigative action is taken and files are entered on the case management system. Additionally, the Divisional Detective Sergeant ensures that all outstanding MP reports are reviewed monthly.

This has changed since 1998. Currently, the Divisional CIB Detective Sergeant must ensure that investigators follow procedures to obtain dental records and must assign officers to complete reporting requirements for MPs who have returned.

The Durham Regional Police Service has a specific protocol for closing MP files. When an MP has been located, the investigative officer must submit a Supplemental report detailing the circumstances of the MP's return, ensure the MP is removed from CPIC, and cancel the general broadcast and zone/provincial alerts. The investigator must notify the Duty Inspector and appropriate Patrol Supervisor and advise the complainant that the MP has been located. In advising the complainant, the investigator must not disclose the MP's location without his or her consent. If the MP report was initiated in another jurisdiction, the investigating officer must notify that police jurisdiction.

The reporting officer's supervisor may authorize concluding an MP report if the reporting officer locates the MP. Outstanding MPs who have been located are authorized to be closed through the Divisional CIB Detective Sergeant.

There have been no significant changes to the procedure for closing MP files.

### *Communication*

The officer who receives the report, responding officer or assigned investigators liaise with complainants and family. Procedures involve regular communication: the members must continually update the MP's family of the status of the search. There have been no significant changes to communication procedures since 1998.

## *10. HAMILTON POLICE SERVICE*

### **1997/1998**

#### *Acceptance of MP Reports*

In 1997/1998, the Hamilton Police Service accepted reports of adult missing persons. The Hamilton Police Service had a written mandate for accepting and/or investigating MP reports.

MP reports were accepted in person, over the phone and by fax. As much detail as possible was recorded about the MP, and included name, date of birth, sex, address, phone number, language spoken, race, physical description, place from which the person was missing, details of when he or she was last seen, clothing description, medical information, and mental state at the time of departure. It also included a narrative section. This information was recorded in hardcopy.

There were restrictions on who could report a person missing: a school theoretically could not report a child missing.

There were also jurisdictional restrictions: the Hamilton Police Service referred reportees to the police agency in the jurisdiction from which the person was missing.

There were no restrictions based on how much time a person needed to be missing before an MP report would be taken.

The identified factors had no effect on the acceptance or investigation of MP reports. All MP reports were received equally, based on the information provided by the reportee.

#### *Resources and Organization*

The Hamilton Police Service did not have a dedicated Missing Persons Unit in 1997/1998. Rather, assigned officers did follow-up investigation on MP files.

#### *Priority and Investigation*

After receipt of an MP report, the Hamilton Police Service had routinely followed investigative processes that were outlined in practice and procedure. Assigned officers did follow up on MP files.

The Hamilton Police Service had a system for assessing MP reports. A supervisor assessed reports based on age (whether the MP was under 16), vulnerability and evidence of foul play. Reports were prioritized using the Search Urgency Chart.

The Hamilton Police Service kept records of investigative steps: reports in hardcopy binder form were kept at Station Duty; officers' notes were also kept. All investigative steps were normally recorded, including date, time, contacts and persons.

#### *Referral, Review and Closing*

There was no relationship between the MPU and other units because there was no MPU at the time. However, anything considered a major crime was reassigned to the appropriate unit.

There were circumstances in the absence of a crime scene in which an MP file would be transferred to the Criminal Investigations Branch. MP reports were forwarded to other units if all avenues of investigation were exhausted by uniform officers, foul play was suspected, there was urgency, or extensive time was spent on the investigation.

In some cases, the Hamilton Police Service used inter-jurisdictional resources, including forwarding MP reports to police in nearby jurisdictions. There were also circumstances in which the Hamilton Police Service used non-police resources, specifically media resources or Crime Stoppers, to assist with MP files.

There was no regular review of outstanding MP files.

To close an MP file, the investigating officer attended the home of the MP to confirm his or her return, alerted the respective station and notified CPIC to have the MP removed from the system. The Sergeant or Staff Sergeant authorized the file closure.

### *Communication*

The investigative officer liaised with family members and reportees. Procedures involved regular communication with reportees.

## **Currently**

### *Acceptance of MP Reports*

The Hamilton Police Service currently accepts MP reports. In 2010, it received approximately 3000 MP reports.

MP reports are received in person and by phone and fax. This has not changed since 1998.

Everything of relevance is recorded in the MP report, for example, date and time; all personal information known about the MP including description of clothing, mental state, medication, access to money and vehicles; the reportee's contact information; and a narrative of the circumstances. This information is recorded electronically in the in-house Niche reporting system.

While there are jurisdictional restrictions, the Hamilton Police Service will take MP reports for persons missing from other jurisdictions. The Hamilton Police Service will enter the MP report onto CPIC and forward it to the agency in the jurisdiction from which the MP is missing. More specific directives than those in 1998 are currently in place.

There are no restrictions regarding who can report a person missing or how long a person must be missing before a report will be taken.

### *Resources and Organization*

In 1998 there was no MPU. The Hamilton Police Service established its dedicated MPU in May 2011. The MPU is currently a pilot project and is staffed by one officer who acts as a central Coordinator to oversee all MP reports and investigations.

The MPU is responsible for reviewing all MP reports for continuity and accuracy daily; reviewing long term MPs; assigning CPIC updates; and responding to outside agencies' requests for assistance identifying human remains through DNA and dental records.

### *Priority and Investigation*

The acceptance and investigation of MP reports has changed since 1998 pursuant to specific practice and procedure directives. The written policy is more encompassing and directive. It identifies the MP Coordinator's responsibilities, and includes a Search Urgency Chart and appendices that detail the involvement of shelters and the roles and responsibilities of supervisors.

The Hamilton Police Service has routinely followed investigative processes: an officer is immediately assigned for follow-up investigation. The method is similar to that in 1998 but information is now recorded electronically for accountability, continuity and risk management.

Investigations are initially conducted by assigned uniform Patrol officers. They conduct routine searches, checks or data entries done on receipt of MP reports; these searches have not changed in theory since 1998.

There is a system in place for assessing MP reports. Based on the Patrol officer's follow-up investigation, a determination of risk is conducted. If there is an indication of risk, a Search Urgency Chart is completed by the officer. MPs indicated to be at increased risk include those who are believed to be suicidal or vulnerable, those who are elderly or very young, and those who are Aboriginal women. This assessment determines the level of response. If increased risk is indicated, a more extensive response will be coordinated; if little risk is indicated, the officer will continue the investigation alone. The Service is currently piloting a project where one officer per squad, with a dedicated cell phone, is assigned MP investigations.

As a result, investigations will be transferred from the initial investigator to other units if foul play is suspected; if there are reports that the MP is suicidal or homicidal; or if time and resources have been exhausted by uniform Patrol. Based on the level of urgency determined, a Search Master may be called on for his or her experience to conduct and lead a search.

The identified factors have no effect on the acceptance or investigation of MP reports: all MP reports are taken without prejudice.

MP reports are considered equally as important as all other investigations.

Records are kept of MP investigations. Each assigned officer must record investigative steps each 12-hour shift. This requirement holds officers more accountable for their actions than they were in the past.

Every investigative step is normally recorded, including date, time, searches, contacts, dialogue and persons.

Records are kept electronically in the Niche reporting system.

Recording has not changed except in its format. In the past, records were kept in hardcopy; records are now electronic. Hardcopy files could be lost and could create continuity problems, because continuity depended on each officer providing a hardcopy report. The electronic system improves access to all police officers and timeliness of responses.

### *Referral, Review and Closing*

Because of the creation of the MPU Coordinator, the relationship regarding MP cases among units has changed since 1998. The MPU Coordinator oversees all MP investigations and disseminates tasks from a central repository, improving accuracy and continuity.

Outstanding MP files are regularly reviewed. The MP Coordinator reviews reports daily, and long term reviews are conducted when CPIC requires. This has changed from 1998 practices, when reviews were not previously conducted.

MP reports are closed when the assigned officer attends the MP's home to confirm his or her return. However, when an MP returns to a facility on his or her own and the agency contacts the police to advise of the return, the agency's word is accepted as confirmation.

The officer must submit a report and notify the respective station and CPIC to have the MP removed from the system. The Sergeant or Staff Sergeant authorizes the closure. This has not changed in theory since 1998.

### *Communication*

Current MP procedures involve regular communication with family members and reportees. Specifically, investigative officers liaise with reportees or other complainants regularly, generally once every 12 hours. Communications practices have not theoretically changed since 1998.

## *11. SERVICE DE POLICE DE LA VILLE DE MONTRÉAL*

### **1997/1998**

#### *Acceptance of MP Reports*

The Service de Police de la Ville de Montréal accepted missing person reports pursuant to its formal written policy in 1997/1998.

MP reports were received by Patrol officers at the station area. Details about the MP were recorded in a written, hardcopy report. These details included information on credit cards, relationships, family, telephone numbers, work and vehicles.

There were no restrictions on who could report a person missing or how much time a person needed to be missing. However, before 1997/1998, a person needed to be missing for 24 hours.

In 1997/1998 there were jurisdictional restrictions based on where the person was missing from.

#### *Resources and Organization*

The Service de Police de la Ville de Montréal did not have a dedicated Missing Persons Unit.

#### *Priority and Investigation*

The Service de Police de la Ville de Montréal had a written mandate for accepting or investigating MP reports and routinely followed investigative procedures. MP files were given to any available investigator in the region.

There was a system in place for assessing MP reports. The officer and the investigator's Operations Centre assessed the report and determined its priority.

There were no specific procedures in place for categories of adult MPs. All of the identified factors would have had no effect on the acceptance or investigation of MP reports: every missing person was considered important.

A record of the investigation was kept in the investigation report.

#### *Referral, Review and Closing*

There was a reporting relationship or interaction between units as required on individual MP files. Absent a crime scene, an MP file would be forwarded to another unit if the information suggested a criminal act.

Inter-jurisdictional resources were used in accordance with common methods and training needs. Non-police resources were used in life-threatening situations.

Outstanding MP files were reviewed annually by an appointed officer.

MP files were only closed by the supervisor when the MP was located.

#### *Communication*

The Service de Police de la Ville de Montréal's procedures involved regular communication with reportees and family members: specifically, reportees and family members were advised of new developments by investigators, who were responsible for liaising with family and reportees.

## **2007 Amendments**

In 2004, the Service de Police de la Ville de Montréal together with its Office-In-Charge of MP practices and procedures, Commandant Cloutier, created a committee to review the MPs procedure. Consequent to the review, the Service de Police de la Ville de Montréal introduced a new MP procedure in 2007, a procedure that ushered in a number of significant amendments:

- Uniformity;
- Creation of a single report;
- Three levels of importance for MP reports, consisting of
  - a. serious and immediate danger
  - b. serious but not immediate danger
  - c. no serious danger;
- Creation of a geographical map split into sectors and police stations;
- Creation of a supervisor's logbook; and
- Naming an investigator to be in charge of MPs in each of the four Operations Centres.

## **Currently**

### *Acceptance of MP Reports*

In 2009, the Service de Police de la Ville de Montréal received 3775 MP reports pursuant to its mandate or policy for accepting and/or investigating MP reports.

The acceptance and investigation of MP reports has not changed significantly since 1998.

MP reports are initially received by the Lieutenant or the Controller, the investigator responsible for reading every report daily and dispatching reports to investigators. The receipt of reports has not changed since 1998.

All information given to the officer, including description of the MP, clothing the MP was believed to be wearing, contents of the MP's wallet, regular daily routines, family members and friends, is recorded in written form in the MP report. .

There are no restrictions on who can report a person missing or how much time a person needs to be missing for a report to be taken. The jurisdictional restrictions are the same as they were in 1998.

### *Resources and Organization*

The Service de Police de la Ville de Montréal has a dedicated MPU. Specifically, there is at least one investigator in each of the four Operational Centres responsible for investigating reports of MPs last seen in the area. These investigators are responsible for both MP files and research for deceased

persons' families and report to their Lieutenants. It is difficult to determine the percentage of time they allocate to each function.

The structure changed from 1998. There are now dedicated MP investigators; before, any available investigator was assigned.

### *Priority and Investigation*

The Service de Police de la Ville de Montréal follows routine searches or procedures. These have not changed since 1998.

There are specific procedures to follow regarding MP reports. Before 1998, the procedure was not as strict as the current procedure. Investigators now work together as a team instead of working alone. Changes were made because there are more MPs, and MPs have become a greater priority.

While the Service de Police de la Ville de Montréal has no system for assessing priority, MP reports are dispatched based on the three categories of MPs: serious and immediate danger, serious but not immediate danger and no serious danger. In the case of a MP categorized as in serious and immediate danger, the Sergeant Detective must go on the scene to provide support to the Commander on the scene.

The Service de Police de la Ville de Montréal treats all MPs with importance. The identified factors would result in the Service de Police de la Ville de Montréal being more likely to accept the report or investigate, indicating that they would be treated with greater priority.

The investigator in charge of the file records investigative steps in the notes he or she takes. Steps normally recorded include everything done on the file, such as calls made, people spoken to, and media materials sent to media relations. This has not changed since 1998.

### *Referral, Review and Closing*

The relationship between the MPU and other units has not changed since 1998. MP cases may be transferred absent a crime scene; in particular, MP cases will be transferred to Homicide when the facts indicate a homicide and other leads are fruitless.

There is a much bigger information network than there was in 1998. Information is sent to many partners. Research techniques have improved and external partners are now part of all MP investigations.

Outstanding MP reports are reviewed every six months. If there no new element in the case, no further action is taken and the report is returned to the list to be reviewed again in six months. The Centre de Renseignements Policiers du Québec sends out reminders every six months for outstanding MPs. This has not changed since 1998.

Procedures for closing MP files have not changed since 1998. MP files are only closed when the person is found and are closed under the authorization of the Lieutenant. If there is a possibility of homicide, the case is not closed but transferred to the Homicide Squad. Unsolved cases are never closed.



*Communication*

MP procedures to regularly communicate with the reportee or family have not changed. The Service de Police de la Ville de Montréal calls to keep the family informed of steps taken and get more information; police and family work together.

## *12. SERVICE DE POLICE DE LA VILLE DE QUÉBEC*

### **1997/1998**

#### *Acceptance of MP Reports*

The Service de Police de la Ville de Québec has always accepted missing person reports. In 1997, it received 359 MPs; in 1998, it received 398. However, there was no written policy or mandate regarding the taking or investigating of MP reports.

MP reports were accepted in the first instance by Patrol officers. The date the MP went missing, a physical description of the MP, a description of the clothing worn the last time the MP was seen and the reportee's version of the disappearance were recorded in the MP report. The information was recorded online on CPIC and on the Centre de Renseignements Policiers du Québec.

There were no restrictions regarding who could report a person missing.

However, there were jurisdictional restrictions. The complaint was taken by the police service of the jurisdiction where the MP was last seen. There were also time restrictions: often reportees waited 24 to 48 hours before a report was accepted.

There was no effect if the MP was a woman. The Service de Police de la Ville de Québec was somewhat less likely to accept or investigate a report if the MP was a sex trade worker or a drug addict, had a history of going missing, or was transient or believed to be of no fixed address. While generally all MP complaints were taken, often police officers told reportees to wait 24 to 48 hours before taking an official report, especially in these noted cases.

#### *Resources and Organization*

The Service de Police de la Ville de Québec did not have a dedicated Missing Persons Unit. Each arrondissement's (administrative subdivision's) Investigative Office was responsible for its MP files.

#### *Priority and Investigation*

The investigation was conducted by an investigator from the Investigative Office of the responsible arrondissement. The primary responsibility of the investigator was to contact the family to get all possible information on the MP. There were no routinely followed investigative processes.

There was no prioritization process, procedures in place for specific categories of adult MPs or routinely followed investigative steps.

All investigative steps were recorded in the administrative file.

#### *Referral, Review and Closing*

There was a relationship or interaction between those handling MP files and other units. Further, there were circumstances absent a crime scene in which an MP file would be transferred to another

unit. The investigator assigned MP files was a part of the section devoted to crimes against the person.

There were circumstances when non-police resources, specifically the media, were used in MP files.

The Service de Police de la Ville de Québec did not use inter-jurisdictional resources in its MP investigations. However, as noted above, MPs were entered on CPIC and CRPQ.

There were no regular reviews of outstanding MP files.

MP files were only closed when the MP returned or was discovered deceased.

### *Communication*

The assigned investigator liaised with family members or reportees. There were no procedures involving regular communication with reportees or family members.

## **Currently**

### *Acceptance of MP Reports*

The Service de Police de la Ville de Québec currently accepts MP reports. In 2010, it received 407 MP reports.

MP reports are taken by a Patrol officer and files are opened under the responsibility of the supervisor of the unit on duty.

MP reports are recorded as administrative documents in hardcopy and entered on CPIC and on the Centre de Renseignement Policier du Québec.

There are no restrictions regarding who can report a person missing or how long a person needs to be missing before an MP report can be made. This has changed: before reports were sometimes delayed 24 to 48 hours, whereas now reports are taken immediately.

There are no current jurisdictional restrictions: the Service de Police de la Ville de Québec will take the details of every MP report and transfer the file to the police service where the MP was last seen. This has changed since 1998.

There is a written policy for accepting and investigating MP reports. This policy has changed because all MP reports are now taken.

### *Resources and Organization*

The Service de Police de la Ville de Québec does not have a dedicated MPU. An investigator is assigned to each MP file.

In addition, a provincial committee on MPs was instituted in 2009.

### *Priority and Investigation*

After receipt of an MP file, the Service de Police de la Ville de Québec has routinely followed procedures: the file is assigned to an investigator, who interviews the reportee, searches the neighbourhood and area, interviews witnesses, and researches information on CPIC, CRPQ, the internet, email and SMS. This process has changed since 1998 when the Service de Police de la Ville de Québec took the complaint and the details of the MP and entered it onto CPIC. Changes were made to reduce delays in intervention, ensure consistent responses, improve efficiency of investigations and more quickly locate MPs.

Investigators are assigned to each MP file for follow up.

There are routine searches or entries done on MP files. These have changed because there is now no delay between receiving a file and beginning checks and research.

The Service de Police de la Ville de Québec does not have a system to assess MP reports and determine their priority. All identified factors have no effect on the acceptance or investigation of reports: all MP reports are treated with priority without regard to the profile of the MP.

A record of all investigative steps is made in the investigator's file and the master (administrative) file, in hardcopy and electronic form. This has not changed since 1998. However, investigators do more investigation than in 1998; therefore, more information is recorded in the file.

### *Referral, Review and Closing*

The relationship or interaction between those handling MP files and other units is unchanged since 1998: the investigator assigned MP files is a part of the section devoted to crimes against the person.

There are circumstances in which an MP file is transferred, absent a crime scene, to another unit: according to the victim profile, the Major Crime Office will assist the investigative unit responsible for the file.

There are no regular reviews of outstanding MP files.

MP files are closed when the MP is found alive or deceased. This procedure has not changed.

### *Communication*

The assigned investigator liaises with family members or reportees, pursuant to the Service de Police de la Ville de Québec's procedures for regular communication with reportees and family members. During the first week, the investigator will keep in daily contact with the family. After that, contact follows a schedule agreed to by the family.

Communication practices have changed since 1998. In addition to enabling understanding of the MP, communication with the family provides the family reassurance and demonstrates to them that police are working on the case. Before, there was no established communication: the police responded to the family only on demand when the family phoned the police.



## B. LOCAL MUNICIPAL POLICE DEPARTMENTS

### *13. VICTORIA POLICE DEPARTMENT*

#### **1997/1998**

##### *Acceptance of MP Reports*

In 1997/1998, the Victoria Police Department accepted missing person reports. It did so pursuant to its written mandate or policy to accept and/or investigate MP reports. From reviewing its files, the Victoria Police Department's best estimate is that it received 281 MP reports in 1997 and 265 in 1998.

Reports were received through the Communication Centre or by Patrol. The MP's name, date of birth, address, history, clothing description, friends and family, and who last observed the MP, where the MP was observed, and where the MP might go were recorded in the report. A recent picture of the MP was also obtained. This information was recorded in hardcopy.

There were no restrictions regarding who could report a person missing.

There were restrictions on how long a person had to be missing before a report was taken. While there was no set restriction, a 24-hour timeline was used in discussion with reportees when there were no reasons to believe anything suspicious had occurred; in many cases, the reportee was encouraged to wait 24 hours before calling back.

The Victoria Police Department had jurisdictional restrictions in 1997/1998: MP reports were made to the police jurisdiction where the person resided. The issue of jurisdiction was complicated because there were five municipal police departments and several RCMP detachments in the Greater Victoria area.

##### *Resources and Organization*

The Victoria Police Department did not have a dedicated Missing Persons Unit in 1997/1998. Patrol officers completed the initial investigation and, when Patrol officers were unsuccessful in finding MPs, a single officer from the Detective Office, the MP Coordinator, conducted follow-up.

The MP Coordinator was dedicated to MP and domestic follow-up investigations, spending approximately 40% of his or her time on MP files and 60% on domestic files. The dedicated MP and domestic officer system was likely established around 1996.

##### *Priority and Investigation*

After receipt of an MP report, the Victoria Police Department had routinely followed investigative procedures.

A Patrol officer conducted the initial investigation. The Patrol officer followed up with relatives, family members and those who saw the MP last and conducted an investigation to determine why

the MP went missing, where he or she might have been, and whether anything suspicious was involved.

If the MP was still missing after a couple of days or Patrol's investigation reached an impasse, the dedicated MP investigator was tasked with the follow-up investigation.

The Victoria Police Department had a system in place for assessing MP reports and prioritized categories of adult MPs. The Patrol Staff Sergeant of the shift that received the MP file assessed the file and determined its priority, based on the vulnerability of the MP. Further assessment was done through file review on the records management system.

Files with additional priority were referred to the Detective Office more quickly and files with suspicious or unique circumstances were assigned additional resources.

Whether an MP was a woman, a sex trade worker or a drug addict had no effect on the acceptance or investigation of the report. If the MP had a history of going missing or was transient or believed to be of no fixed address, the Victoria Police Department was somewhat less likely to accept or investigate the report.

That said, investigations depended on the MP's circumstances or situation. If the MP was a sex trade worker, the Victoria Police Department was more likely to investigate if there were suspicious circumstances; however, if there was nothing suspicious about the disappearance and it was believed she moved to another stroll, the Victoria Police Department was less likely to investigate. Similarly, if a person was of no fixed address or had a history of moving frequently, the Victoria Police Department may have waited for more information instead of actively investigating. At the time, there was also an issue of chronic runaways: reporting agencies commonly knew where the person was but reported the person missing for policy reasons.

Investigative steps were documented on a written Occurrence Report. Recorded in the report were the five "W"s and the steps completed to determine the circumstances associated with the MP's disappearance and to locate the MP.

### *Referral, Review and Closing*

There was a relationship between the MP Coordinator and other units. Specifically, the MP Coordinator was co-located with the Homicide Unit and MCU, all overseen by the same Staff Sergeant.

An MP file was forwarded to other units, absent a crime scene, if the MP was not located in a timely manner, the MP investigation was beyond Patrol's ability, or unique or suspicious circumstances existed. Patrol and Detective divisions consulted on MP files.

The Victoria Police Department used inter-jurisdictional resources in its MP investigations: MPs were listed on CPIC and the Department's RMS; if the MP was believed to be in another jurisdiction, a request was sent to that jurisdiction; and if there was a reason to believe an MP was at risk, a CPIC fan-out was sent to all agencies in the region.

The Victoria Police Department also used non-police resources when it was necessary and would be of assistance on a file, or if the MP had associations to specific non-police resources such as community or government organizations.

Outstanding MP files were regularly reviewed by the assigned investigator; however, while the reviews were supposed to be regular, they were often missed for several months.

MP files were closed when the MP was located. The Staff Sergeant on shift or in the Detective Office, depending on where the file was assigned, reviewed the file and authorized its closure.

### *Communication*

The Patrol officer liaised with the reportee and family during the initial phase of the investigation. As the investigation progressed, the assigned MP investigator acted as liaison.

The Victoria Police Department's procedures involved regular communication with reportees and family members but contact was not scheduled. At the beginning of an investigation, communication was regular; as the file continued, contact was occasional to see if the MP had returned and to respond to the family's inquiries.

## **Currently**

### *Acceptance of MP Reports*

The Victoria Police Department accepts MP reports. In 2010, it received 469 MP reports.

MP reports are currently received and opened by the Communications Centre or Patrol.

Each MP file records:

- the five "W"s;
- facts related to the MP's disappearance;
- the MP's name, physical description, identifiers, date of birth, clothing the MP was believed to be wearing when the person went missing, friends, places he or she might go, and social media sites;
- a recent picture of the MP;
- an assessment of the scene where the MP was last seen;
- any investigative steps to be taken;
- interviews of parents and friends; and
- resources sought or used.

The MP file is recorded online on PRIME.

The acceptance of MP files has changed since 1998. There are currently jurisdictional restrictions regarding the acceptance of MP reports but they have changed since 1998. The jurisdiction of an MP file is now determined with reference to where the MP was last seen, rather than where he or she resides. This policy was last revised in September 2011.



There are no time restrictions for reporting a person missing: the Victoria Police Department states that no specific period of time must elapse before reporting. This has changed since 1998 when an informal 24hour policy was often used.

There continues to be no restrictions regarding who can report a person missing.

All of the identified factors have no effect on the acceptance of MP reports. All MP reports are accepted.

### *Resources and Organization*

The Victoria Police Department has a dedicated MPU. This was not the case in 1998. Now, one member of the Investigative Services Division, the MP Investigator, is responsible for oversight of all MP files, reviewing them and ensuring they have the resources they require.

The MP Investigator spends five hours per week, approximately 20% of his time, on MP files: he has other work assignments in addition to his MP responsibilities. Every day of his four-day work week, he reviews MP files on PRIME to ensure investigations are properly conducted and the investigative steps set out in the policy are completed by assigned officers. He becomes involved in a file if extra resources are required.

Staffing for MPs has changed since 1998: the MP portfolio is now more involved and the standard of investigation, as set out in policy, is far higher. The MP Investigator more actively oversees and coordinates MP files.

### *Priority and Investigation*

The written policy for accepting and investigating MP reports has changed since 1998. The current policy provides more details and sets out specific and stricter requirements regarding timelines, including timelines for data entry and certain checks, thoroughness and resources to be used.

Compared to 1998, investigations are broader, done at a higher level and assigned more resources. The protocol for initial Patrol investigations includes procedures for passing files onto the next shift and the active oversight of non-commissioned officers. Searches done on receipt of an MP report are more involved than in 1998, follow-up is completed in a timely manner, and oversight by the MP Investigator is more frequent.

Investigations of MP files have evolved with other investigations. Furthermore, the Victoria Police Department recognizes that MP files can have tragic results. It therefore tries to ensure positive results with quicker investigations.

A member is dispatched to each MP file, assigned immediately to investigate and follow up with the reportee to collect details. The non-commissioned officer conducts an assessment, including an assessment of the need for a search, and makes all necessary resources available as soon as possible. Searches are conducted immediately and CPIC entries are completed along with PRIME file documentation.

Patrol officers investigate MP files until they can no longer carry the investigation or it is determined that Investigative Services are required. In conducting oversight, the MP Investigator can speak to the Investigative Services Staff Sergeant to determine if the involvement of other sections is needed. The Analysis and Intelligence Section is also frequently involved in MP files.

The Victoria Police Department has a system for assessing MP reports set out in its policy. Priority is assessed using a variety of factors, including whether the MP is a vulnerable individual, is from a high risk group or has disabilities or medical conditions. For example, the Victoria Police Department's policy states that children and vulnerable individuals should be considered a priority; this change occurred as a result of the Department's recognition that MP files need a higher level of assessment than previously conducted.

All of the identified factors have no effect on the investigation of MP reports. The policy sets out the protocol for investigation: files are prioritized differently based on what the circumstances dictate. The Victoria Police Department recognizes that MP files of vulnerable people and people from high risk groups must be prioritized above files of chronic runaways whose circumstances do not indicate risk.

Documentation standards are higher than they were in 1998. All investigative steps taken, information received, reasons for decisions made, and resources sought and used are recorded in PRIME on Occurrence Reports. PRIME reports are immediately accessible to all police agencies in BC.

### *Referral, Review and Closing*

There is a relationship or interaction between the MP Investigator and other units, and there are circumstances absent a crime scene when a MP file will be transferred. The MP Investigator is a part of the Investigative Services Division and interacts with the Analysis and Intelligence Section frequently in relation to the MP files. The MP Investigator can discuss files with the Staff Sergeant in Investigative Services and determine if other sections need to be involved. MP files are transferred if anything stands out as requiring inquiry or investigation beyond the ability of Patrol members.

The MP Investigator reviews outstanding MP files daily during his four-day work week. If he is away, another officer is assigned the task. A full review of outstanding files is completed annually.

The current standard of review is much higher than the standard in 1998: before, files may not have been actively reviewed for weeks at a time. Current oversight is more regular to ensure investigations are conducted expediently.

MP files are closed by members in consultation with the NCOs and under the authorization of the Staff Sergeant of either Patrol or Investigative Services during file review. The MP Investigator is responsible for oversight of file closure. File closure was conducted similarly in 1998 but current standards are higher. This demonstrates greater scrutiny of MP files, particularly those with higher risk assessments.

### *Communication*

The Victoria Police Department's procedures involve regular communication with the reportee and family members. Assigned members liaise with the reportee and family members. Patrol members follow up with the family and provide contact numbers.

Communication is more frequent now than in 1998: there is a better understanding that MP files need to be investigated quickly and thoroughly and that communication with reportees and families is a part of the process. Therefore, assigned members are expected to have contact with reportees and families and provide updates as needed.

## *14. SAANICH POLICE DEPARTMENT*

### **1997/1998**

#### *Acceptance of MP Reports*

The Saanich Police Department had a written mandate for accepting and/or investigating missing person reports. In 1997/1998, the Saanich Police Department accepted MP reports, and has been doing so for a minimum of 25 years and likely for the history of the Department.

MP reports were received by phone or at the front counter.

Details recorded in the MP report included the MP's personal details, history of similar events, clothing worn, where the MP was last seen and the length of time the MP was missing. This information was recorded in hardcopy. A yellow copy of the report was kept at the front desk.

The Saanich Police Department had restrictions on who could report someone missing: the person reporting needed enough information or a connection to the MP to provide the required information. If necessary, third parties attempting to make reports were directed to request a direct relative to make a report.

While there was no formal policy requiring an MP to be missing for a certain length of time before a report was accepted, 24 hours was the informal standard.

The Saanich Police Department had jurisdictional restrictions. The policy stated that the police department in the area where the MP was last seen, not where the MP normally resided, was responsible for the investigation. The policy directed the member receiving the initial complaint to record all pertinent information and notify the appropriate jurisdiction for follow up to prevent family members from being referred to another agency.

#### *Resources and Organization*

The Saanich Police Department did not have a dedicated Missing Persons Unit. MP investigations were conducted by Patrol officers and Detectives in the Detective Division.

#### *Priority and Investigation*

The Saanich Police Department had routinely followed investigative processes. After receipt of the MP report, a CPIC entry was immediately completed. Typically, Patrol officers conducted the initial investigation; however, in suspicious or serious circumstances, the MP report went immediately to the Detective Division.

If the MP had not been located after 48 hours, the front desk Corporal called the reportee to confirm that the MP was still missing. He or she then forwarded the file to the Detective Division for assignment to a plainclothes officer for follow up. In the case of a MP under 18 years, the report was forwarded to Youth and Community Services Division.

Sending an MP file to the Detective Division was the system in place to assess priority. There was no system to prioritize categories of adult MPs.

It had no effect on the acceptance or investigation of an MP file if the MP was a woman. However, the Saanich Police Department was somewhat less likely to accept a report or investigate if the MP was a sex trade worker or drug addict or had a history of going missing. It was also less likely to accept the report or investigate if the MP was transient or believed to be of no fixed address. At the time, MPs in those categories were considered less reliable and less likely to comply with schedules and responsibilities.

Standard police reporting was used to record MP investigations. Investigations were documented on handwritten investigational reports. Typically, efforts to locate the MP, persons spoken to, and information received during the investigation were recorded on the report.

### *Referral, Review and Closing*

In compelling circumstances, MP files were sent to the General Investigation Section. This was not a very high test.

Non-police resources such as disclosure to media, community centres and government resources were used to help with MP investigations in critical and suspicious circumstances.

Outstanding MP files were regularly reviewed. MP files were diary-dated by the investigator and files were monitored by the investigator's supervisor.

MP files were closed when the MP returned or was found. The MP file was concluded and removed from CPIC. Section supervisors and quality control readers were responsible for authorizing file conclusions.

### *Communication*

There was no written policy regarding contact with families but the Saanich Police Department remained in contact with the family during the investigation. After the MP was missing for 48 hours, the front desk Corporal contacted the reportee to determine if the MP was still missing. Other than this contact, the assigned investigator was responsible for all communication with the family.

## **Currently**

### *Acceptance of MP Reports*

The Saanich Police Department currently accepts MP reports; in 2010, it received 815.

MP reports are received by phone or in person. A report is generated at the time of the complaint by the communications staff or front desk staff, respectively. All information necessary for a CPIC entry is recorded in the MP report, including photographs, clothing the MP was believed to be wearing, description, physical and mental health and history of the same. Reports are entered onto PRIME.

The acceptance of MP reports has changed since 1998. Regional policy has changed with respect to jurisdiction: the residence of the MP, not where he or she was last seen, determines jurisdiction. This is based on a regional agreement of all police agencies within the Capital Regional District dated April 2011. This policy change generally works well. Even so, if the MP is not in the Department's jurisdiction, the Saanich Police Department's current policy requires officers to generate an MP file on PRIME and forward it to the appropriate police agency.

There are no restrictions concerning who can report a person missing or how long a person must be missing to make an MP report.

All reports are accepted for investigation.

### *Resources and Organization*

The Saanich Police Department does not have a dedicated MPU. Generally, Patrol officers initially investigate MP reports, and Detective Division officers conduct follow-up.

### *Priority and Investigation*

The policy for accepting and investigating reports is now much more detailed and focused on risk factors. There is a routinely followed investigative process that is more detailed, clearly documented and associated to risk factors. Improvements and refinement to policy resulted mainly from high profile cases and current community expectations.

The Saanich Police Department has a system for assessing MP reports and determining priority. It categorizes MP files consistent with PRIME BC. There are three levels of priority.

- Priority 1 complaints are emergency calls that will be dispatched immediately.
- Priority 2 complaints are urgent calls for assistance that will be dispatched immediately. Priority 2 exists when there are higher risk factors and significant concerns for the health and safety of the MP.
- Priority 3 complaints are important calls for service that require timely follow up. There are lower risk factors and minimal concern for the health and safety of the MP.

An MP report will be considered suspicious if the dispatcher or call taker cannot dispatch the MP complaint as Priority 3.

When any person is reported missing under suspicious or mitigating circumstances – mitigating circumstances exist with for MPs at elevated risk due to age or diminished capacity or are at risk for harm to himself or herself or others -- the Telecom staff will start a report, immediately enter the MP on CPIC and assign the file to a Patrol officer for immediate investigation. The file will be assigned to the appropriate support unit if it requires lengthy investigation.

Routine or non-suspicious MP reports, as determined by the Watch Commander/non-commissioned officer, are entered onto PRIME, immediately entered on CPIC and assigned for immediate investigation. A missing adult file will be diary-dated to the Detectives for investigation. If the matter appears suspicious or unusual, a Patrol member will be assigned to investigate.

When an MP compliant is dispatched for investigation and the investigator is not immediately available to review and assess the risk associated, a non-commissioned officer will be notified immediately of the complaint and will determine the urgency of response on a case by case basis.

The Saanich Police Department now has a greater awareness of the need for urgency for MP files that involve high risk lifestyles. In these cases a supervisor may drive a file forward and apply more resources. The level and intensity of the investigation is directly related to the circumstances; however, all of the identified factors have no effect.

There are changes with regard to data entries since 1998, including PRIME histories and CPIC entry.

Investigations are recorded on PRIME in investigation reports. The reports document all investigative steps taken including all police action in support of the investigation, for example, phone calls, interviews, family contact and field investigative steps.

Compared to 1998, the reporting system is more detailed. There now is a greater expectation for detail and higher awareness, particularly of high risk factors such as the MP's lifestyle.

### *Referral, Review and Closing*

There is no relationship between different units because the Saanich Police Department does not have a dedicated Homicide or MPU. It is an agency of only 170 sworn officers. Therefore, members have a strong understanding of their files: if a file requires more attention, it will get it. An MP file will be forwarded to Major Crime absent a crime scene if the circumstances indicate the file should go there.

Outstanding MP files are regularly reviewed by GIS Supervisors, and in the case of youth, Youth Supervisors. Supervisors monitor all diary dates, including diary dates for MP files which are usually not longer than 2 weeks. This has not changed since 1998.

Files are closed after review and authorization by Unit Supervisors and Quality Control. This has not changed since 1998.

### *Communication*

The Saanich Police Department's procedures involve regular communication. The primary investigator liaises with family members or reportees, to keep reportees informed and, if the reportee is not a family member, to keep the family informed as well. Investigators are expected to keep reportees and families as up-to-date as possible.

The Saanich Police Department has a greater dedication to communications with the family now than in 1997 for all files, not only MP files.

## *15. NEW WESTMINSTER POLICE SERVICE*

### **1997/1998**

#### *Acceptance of MP Reports*

By formal policy and pursuant to its written mandate to accept and/or investigate missing person reports, the New Westminster Police Service accepted MP reports in 1997/1998. It is believed the New Westminster Police Service always accepted MP reports; reports can be found from 1992.

In 1998, the New Westminster Police Service received 260 MP reports.

The New Westminster Police Service received MP reports through its Communications Centre. According to policy, the report was to record:

- means of identifying the MP,
- name and address of the MP's current or most recent doctor and dentist,
- mode of transportation the MP usually used, and
- access to available bank accounts and credit cards.

The report was recorded in hardcopy.

There was no limitation on the kinds of MPs who New Westminster Police Service would accept; it accepted all complaints. For the acceptance of MP reports, there were no restrictions regarding who could report a person missing, the time the missing person had to be missing, or jurisdiction.

#### *Resources and Organization*

The New Westminster Police Service did not have a dedicated missing person unit in 1997/1998. Patrol members were responsible for investigating MP files.

#### *Priority and Investigation*

There were no routinely followed investigative processes. However, the 1998 Policy stated:

##### *POLICY*

*1. The investigation of missing persons will be conducted using the applicable general criteria required for all investigations and established criteria for this particular type of incident.*

##### *REASON FOR POLICY*

*2. To provide for and facilitate the effective investigation of missing persons and to ensure that appropriate efforts have been applied to locating the missing person.*

##### *PROCEDURES*



*3. The responsibility for the investigation of missing adults is with the Patrol Division. If there is an indication of foul play or other criminal acts, advise Criminal Investigation Division (CID) immediately.*

*4. Members investigating missing person's complaints will report promptly. CPIC entries are to be made immediately.*

*5. As well, the following information should be obtained and included in the report:*

- 1. other means of identifying the missing person,*
- 2. name and address of current doctor and dentist,*
- 3. mode of transportation used, and*
- 4. access to available bank accounts, credit cards.*

*6. Patrol Members shall be responsible for the contacting of the various agencies/community resource persons to learn where the subject might reasonably be located.*

*7. If it is presumed that the subject is dead, the Coroner shall be notified, and copies of reports forwarded. All methods of identification, particularly dental charts will be entered on CPIC. The missing person, and full particulars, will be entered on CPIC as soon as possible. (See also: OB50 Child Welfare – Missing Children) Victim Assistance*

*8. The Member must advise the victims at the scene that immediate crisis intervention and follow up support services are available.*

*9. Members should contact victim assistance and send them a copy of the Occurrence Report.*

Follow-up investigation was conducted by the assigned investigator who was a member of the Patrol Division, the Division responsible for investigating adult MPs.

The New Westminster Police Service had a system in place to assess the priority of MP files. To assess priority, the supervisor read the file and determined the assigned diary date and whether or not the file should be assigned to Major Crime. The New Westminster Police Service did not have procedure in place for categories of adult MPs.

All the identified factors had no effect on accepting or investigating an MP report.

All investigative steps were documented on the file in written form.

### *Referral, Review and Closing*

There was no reporting relationship between the MPU and any other unit because there was no MPU. However, there were circumstances absent a crime scene in which an MP file would be transferred: if there was an indication of foul play or other criminal acts in an adult MP file, the policy required the Patrol Division to immediately advise the Criminal Investigation Division.

Non-police resources were used by the New Westminster Police Service in the course of MP investigations; it was open to the investigator to use whatever resources he or she required. The 1998 Policy stated Patrol members were responsible for contacting community resources to learn where the MP might be located.

Inter-jurisdictional resources were not used for MP reports. However, the New Westminster Police Service did require that MP files were entered on CPIC.

Outstanding MP files were regularly reviewed. The diary date given to the investigator by his or her supervisor determined the date of review.

MP files were concluded by the investigator when the MP was found or the investigation indicated it was suitable. In all cases, the supervisor was required to authorize file closures.

### *Communication*

The assigned investigator liaised with family members and reportees. However, there were no procedures providing for regular communication.

## **Currently**

### *Acceptance of MP Reports*

The New Westminster Police Service currently accepts MP reports. In 2010, the New Westminster Police Service received 195 MP reports.

The acceptance and investigation of MP files has changed since 1998.

Reports are received and opened by the Communications Centre. The New Westminster Police Service's policy outlines the steps the member must take in accepting an MP complaint:

*13. The NWPS member taking an initial complaint of a missing person shall ensure the following occurs:*

- 1. A new PRIME General Occurrence is created.*
- 2. A full description is obtained, including age, physical descriptors and last known clothing.*
- 3. Determination of whether or not an Amber Alert is required or appropriate.*
- 4. Determination made about whether the missing person is at increased risk.*
- 5. Suspicious or unusual circumstances are documented.*
- 6. Field Supervisor is notified of missing person investigation.*

A General Occurrence Report is created in PRIME. It includes a full description of the MP, including age, physical descriptors and last known clothing worn.

Reports are accepted if the reportee is both credible and identifiable.

There are no restrictions regarding who can report a person missing. There are also no restrictions regarding the amount of time a person must be missing for an MP report. The New Westminster Police Service policy specifically states:

*11. There will be no waiting period for reporting a missing person. Under no circumstances shall a reporting party be advised that they must wait a specific period of time before a report can be made.*

The New Westminster Police Service has jurisdictional restrictions regarding acceptance of MP files. For the New Westminster Police Service to assume jurisdiction, the MP must have been last seen in or a resident of New Westminster. Notwithstanding this jurisdictional requirement, the New Westminster Police Service's policy requires officers to assist complainants contact the appropriate jurisdiction, generate a PRIME General Occurrence and maintain the investigation until the appropriate police agency starts investigating, to avoid unnecessary delays. The policy also states that the BC Police MP Centre will determine jurisdiction in jurisdictional disputes between police agencies.

### *Resources and Organization*

The New Westminster Police Service does not have a dedicated MPU.

### *Priority and Investigation*

The New Westminster Police Service currently has a system in place to assess MP reports and determine their priority. Pursuant to the current policy, all MPs are considered "at risk" until information to the contrary is obtained and confirmed by investigators. The policy enumerates the risk factors as follows:

*5. When present, the following factors should indicate a missing person is in an "increased risk" category:*

- 1. The complainant has credible reason for suspecting foul play.*
- 2. The missing person is a sex trade worker, and went missing while working as such.*
- 3. The missing person is a substance abuser who is believed to owe money to support addiction.*
- 4. The missing person is believed to owe money to cover debts for other illicit behavior (i.e. gambling).*
- 5. Information indicates missing person was forcibly abducted.*
- 6. The missing person is in a domestic relationship, or trying to separate from a domestic relationship where physical violence, threats, intimidation and/or harassment have occurred.*

- 7. The missing person has history of suicidal behavior or attempts.*
- 8. The missing person is under 12 years of age.*
- 9. The missing person suffers from chronic physical, mental or emotional illness or requires specific medications to maintain life or health.*
- 10. The missing person is elderly and/or suffering from dementia, Alzheimer's or other illness.*

All identified factors have no effect of accepting or investigating MP reports. However, the policy outlines risk factors that closely relate to some of the identified factors: for example, if the MP went missing while working in the sex trade or if the MP was a substance abuser who is believed to owe money to support addition both indicate increased risk.

In a case of increased risk or foul play, the initial investigator must contact a Criminal Investigative Section Supervisor:

- 6. When "increased risk factors" are present the initial investigator shall consult with a Supervisor from the Criminal Investigation Section as soon as practical*

The Supervisor of the investigating member will review the file and determine if it should be forwarded to the MCU.

There are routine searches, checks or data entries done on receipt of an MP report. These are unchanged since 1998.

After receipt of an MP report, the New Westminster Police Service has routinely followed investigative processes. Reports are investigated by the assigned investigating member. The steps the assigned Patrol officer must take are detailed in policy:

- 16. 1. If practical, attend the scene where subject was last seen.*
- 2. If no scene exists, attend the residence of the missing person.*
- 3. Interview the complainant and confirm the description of the missing person and broadcast any new information or description of the missing person.*
- 4. Identify any possible locations to which the missing person may have gone.*
- 5. Identify any known associates or locations the missing person may frequent.*
- 6. Try to establish the mental health of missing person,*
- 7. Ensure all pertinent information is placed on CPIC,*
- 8. Obtain doctor and dentist names of the missing person,*

9. Obtain the names and addresses of the missing person's biological parents or siblings for DNA purposes,
10. Request that a CPIC message be sent to surrounding Police Agencies,
11. Obtain a recent photograph of the missing person if possible.
12. Obtain other information related to the missing person including: a. Cellular phone information. b. Banking information (credit cards, debit cards, money mart etc) c. Computer information (email, FaceBook etc)
13. If cellular phone information is available, the assigned officer should make contact with the cellular provider, including after hours emergency numbers if necessary, in order obtain information such as the last time the cellular phone was used, which number it contacted and cell site information related to these calls; all of which may assist in locating the missing person.
14. If credit card or debit card information is available, conduct inquiries in relation to these cards in an effort to locate the missing person and/or determine the recent whereabouts.
15. If computer or email information is available, the assigned officer should make contact with the service provider, including after hours emergency numbers if necessary, in order obtain information such as the last time the service was used, who was contacted etc, all of which may assist in locating the missing person

The investigator records everything he or she does on a file on PRIME. This has changed since 1998, when PRIME did not exist and investigations were recorded in hardcopy.

### *Referral, Review and Closing*

Although there is no relationship between the MPU and other units because there is no MPU, MP files can be transferred to another unit absent a crime scene: MP files are forwarded to the MCU immediately if the complaint involves a child under 10 years old or if forcible abduction or foul play is suspected. This is outlined in policy:

14. If the complaint involves a missing person under the age of 10 years or if a Forcible Abduction or Foul Play is suspected then the following should be considered:
  1. Initial investigator shall immediately advise their Field Supervisor.
  2. If in agreement, the Field Supervisor will advise the Watch Commander.
  3. The Watch Commander will then advise the Supervisor, Criminal Investigations Section who will determine if MCU investigators will be assigned to take over file responsibility.

Further, if an MP has not been located within 10 days, the investigation will be assigned to the MCU.

The New Westminster Police Service's policy states that it will provide prompt assistance to other agencies requesting assistance with MP investigations.

The New Westminster Police Service's policy addresses when media releases will be used in MP cases:

*27. The investigating member, in consultation with a Supervisor shall consider the circumstances of each missing person's case and, where appropriate, seek the assistance of the public in locating the person through the issuance of a media release.*

Outstanding MP files are regularly reviewed: all MP files are assigned a 10-day diary date. Files are reviewed by the assigned investigator's immediate supervisor. After this diary date, the MP file is assigned to the MCU. Before 1998, there were no specific diary date requirements: diary dates were set at the supervisor's discretion and therefore varied.

The policy for closing MP files has not changed since 1998. MP files are closed when the MP is located or the investigator determines the file should be closed, and on the authorization of the investigator's immediate supervisor.

### *Communication*

The assigned investigating member liaises with family members and reportees. In the case of missing children, the investigator stays in constant contact with family or reportees. In the case of adult MPs, the written procedure provides that the complainant will be advised that when the MP is located, the MP's whereabouts will not be disclosed without his or her consent. Rather, the complainant's name and contact information will be supplied to the located person with a request to contact the complainant.

## *16. DELTA POLICE DEPARTMENT*

### **1997/1998**

#### *Acceptance of MP Reports*

In 1997/1998, the Delta Police Department had a written policy for accepting and/or investigating missing persons reports. The Delta Police Department accepted MP reports at the time, and has since the establishment of the Delta Police in 1888.

On receipt of a complaint, a Patrol officer was dispatched to investigate and provide a detailed report.

All MP reports captured tombstone data, height, weight, scars, tattoos, financial information, vehicles, clothing description, medical and physical issues, dental records, a picture of the MP and details surrounding the disappearance. The information was recorded hardcopy on an RCMP Missing Persons Form and Delta Police Department Narrative Report. If required, the information was also entered on CPIC and NCIC.

There were no restrictions on who could report a person missing or how long a person needed to be missing before a report would be taken. While there were jurisdictional requirements, the Delta Police Department always took all MP reports: for an MP missing from outside the Delta Police Department's jurisdiction, the Delta Police Department would have taken the MP report if the responsible agency would not.

#### *Resources and Organization*

The Delta Police Department did not have a dedicated Missing Persons Unit. All MP files were forwarded to the Criminal Investigation Branch for review and follow up if warranted.

#### *Priority and Investigation*

All MP reports were processed immediately and investigated fully. A system was in place to assess MP reports: the Patrol Sergeant and Staff Sergeant reviewed the initial MP report and determined if the circumstances required immediate follow up or follow up by the CIB. Each file review was measured on its own facts and characteristics, and not a set of parameters; therefore, none of the identified factors had any effect on the acceptance or investigation of reports.

If the circumstances surrounding the MP were suspicious in nature and out of character for the MP, the file was forwarded to the CIB immediately and a Detective from Major Crime Section conducted further follow up.

Once the MP was entered on CPIC, the records staff set an automatic time-stamped printout reminder in CPIC at 24-, 48- and 72-hour intervals.

All investigative steps and avenues were recorded within the investigative file on PIRS. This normally included bank information and account usage, vehicle information, cellular phone

information, the MP's habits or changes in personality, family status, close friends and associates, employment, and DNA.

### *Referral, Review and Closing*

There was a relationship between officers working on MP files and other units: follow up was conducted by a Major Crime Detective, a part of the CIB. Therefore, communications were discussed during daily meetings.

The Delta Police Department used inter-jurisdictional resources: on several MP files, the Delta Police Department contacted local Canadian police agencies and American police departments. Additionally, the Delta Police Department utilized the private sector to assist investigations.

If the circumstances warranted, the Delta Police Department used non-police resources. In some MP cases, the Delta Police Department sought assistance from Search and Rescue, volunteers, media, fire services, dive teams and private corporate companies.

Outstanding MP files were regularly reviewed. Specifically, outstanding MP files were maintained by a Major Crime Detective and reviewed every two to four months or as dictated by file information.

MP reports were only closed when the MP returned or was found. All MP file closures were reviewed and signed off by supervisors.

### *Communication*

During the initial report, the Patrol officer was the point of contact. If the file was reassigned to the CIB, a Major Crime Detective liaised with the family. The Delta Police Department's procedures involved regular communication: the Delta Police Department always had transparent and open communication with reportees and family members.

## **Currently**

### *Acceptance of MP Reports*

The Delta Police Department currently accepts MP reports. In 2010, the Delta Police Department received and investigated 234 MP files.

The acceptance and investigation of MP reports has not changed since 1998.

Reports are received at the front counter, by call in, Patrol officer initiation or on the Delta Police Department website. A public service representative, police officer or dispatch is responsible for opening MP files. Once an MP file is initiated, a Patrol officer is assigned to investigate.

All MP reports record tombstone data, height, weight, scars, tattoos, financial information, vehicle information, clothing descriptions, medical and physical issues, dental records, pictures of the MP, DNA, details surrounding the disappearance and coroner forms. Data is recorded in hardcopy and on PRIME.



There has been no change since 1998 regarding restrictions to accept MP reports. There are no restrictions concerning who can report a person missing or how much time a person needs to be missing to be reported. There are also no jurisdictional restrictions. This has not changed since 1998: the Delta Police Department will open an MP file if the responsible agency, the agency where the MP is missing from, will not accept the MP report.

### *Resources and Organization*

The Delta Police Department does not have a dedicated MPU. Patrol officers conduct initial investigation of MP files and a Patrol officer or Major Crime Detective conducts follow up.

### *Priority and Investigation*

Over time the Delta Police Department has modified, changed and expanded several avenues of MP investigations to include current trends, technology and outside resources, ensuring expedient, complete and thorough investigations. Specifically, the policy regarding routinely followed investigative procedures has changed to include technology and forensic advancements, introduction of databases, best practices, DNA and Major Case Management systems.

The Delta Police Department has always treated and investigated MP files as serious and important. There is no system to assess files: all MP files in Delta are important. The identified factors have no bearing on acceptance or investigation; however, the MP's background or disabilities are taken into consideration to advance the file.

There are routine searches done on receipt of an MP report. These have changed due to technological and forensic advances, the introduction of new databases and best practices.

All investigative steps and avenues are recorded on PRIME and in hardcopy. Examples of information recorded include interviews, history, financial information, DNA, rapid ID forms, inquiries and dental records. The only recording changes that have been made since 1998 are the introduction of PRIME and Major Case Management.

### *Referral, Review and Closing*

There is a relationship between MP files and the Major Crime Section because Major Crime Section Detectives conduct follow up on MP investigations, thereby carrying all outstanding MP files. Communications on MP files are discussed during daily meetings.

There are regular reviews of outstanding MP files. MCS investigators conduct file reviews every three months unless file information is received earlier. This has not changed since 1998.

Files are closed on the authorization of a section supervisor, the non-commissioned officer, when the MP is located or found. This has not changed since 1998.

### *Communication*

The Patrol officer, NCOs and, if required, a Major Crime Detective liaise with family members or reportees. Procedures involve regular communication: the Delta Police Department has always had

transparent and open communication with reportees and family members. Depending on the case or the dynamics among family and friends, communication varies. The only change since 1998 is the closer working relationship between the Delta Police Department and the MP's immediate family or friends.

## *17. RCMP BURNABY DETACHMENT*

### **1997/1998**

#### *Acceptance of MP Reports*

The RCMP Burnaby Detachment had a written mandate or policy for accepting and/or investigating missing persons reports.

The Burnaby RCMP accepted MP reports in 1997/1998 and has for as long as anyone can remember. However, due to legislation governing file purging, the Detachment is unable to provide information regarding the number of MP reports received in 1997 and 1998.

Reports were taken in person by members at the front counter and by phone to the complaint taker in the Operational Communications Centre or Radio Room.

MP reports contained standard investigative detail, which included enough information about the MP for a green CPIC form to be completed: physical description, clothing which the MP was believed to be last wearing, date of birth, and so on. Additional information obtained by the investigator was included in a 1624 Narrative Report.

Reports were recorded both hardcopy and online. CPIC and the narrative were written in hardcopy and forwarded to the master file; dispatch information regarding when the call was sent out and when the investigator arrived on the scene was recorded online.

There were no restrictions regarding who could report an MP. Policy dictated that anyone could report an MP; however, some operators in Radio Rooms, acting on their own, suggested callers must be related to the MP. This was the exception rather than the rule.

There were restrictions on accepting MP reports based on the jurisdiction where the MP resided or was last seen. Specifically, some OCC operators advised callers to call the police agency where the MP resided; other operators told the caller to phone the agency where the MP was last seen.

There were informal restrictions regarding how much time a person needed to be missing before a report was taken. Policy did not indicate that a specific amount of time had to pass prior to taking an MP complaint, but some OCC operators told callers that MP reports were only accepted when the MP had been gone for at least 24 hours.

#### *Resources and Organization*

The Burnaby RCMP did not have a dedicated Missing Persons Unit. Assigned members conducted follow-up investigation of MP reports. If the MP file involved suspicious circumstances, members of the General Investigation Section would also become engaged.

### *Priority and Investigation*

The Burnaby RCMP had a system to assess the report and determine its priority: Corporals (or supervisors) reviewed the work of the investigator, and if there were suspicious circumstances or the matter was high priority, the investigation could be referred to the GIS for additional follow up.

The Burnaby RCMP did not prioritize or have specific procedures for any categories of adult MPs. An MP was an MP: further details regarding the MP's circumstances were contained within the investigative follow-up or narrative report.

All of the identified factors had no effect on the acceptance and investigation of MP reports. As noted, an MP was an MP. If the MP was a chronic runaway, an investigator might not apply the same urgency as for a missing four year old child, but a file was nonetheless created and investigated.

The Burnaby RCMP had routinely followed investigative processes and procedures. The written investigation was reviewed by the Corporal or supervisor of the investigator. A diary date was assigned and further investigation completed by the assigned date. CPIC policy dictated that dental charts had to be obtained after 10 days, although this was often overlooked, such as when the MP was a habitual runaway.

Investigative steps were recorded. MPs records were similar to any other investigation: investigative steps were noted in the master file, usually a 1624 Narrative Report, or in the investigator's notebook. The standard investigative questions would be asked: the five "W"s and "how" were always relevant. Each investigation would have its own unique questions to be asked, and might have included questions regarding the MP's friends and associates, vehicles, mental state, clothing, access to cash and credit, locations last seen, and workplace.

### *Referral, Review and Closing*

In the absence of a crime scene, there were circumstances in which an MP report would be forwarded to another unit: if circumstances surrounding the MP were suspicious or foul play was suspected in the least, the file was forwarded to the GIS.

The Burnaby RCMP used inter-jurisdictional resources: a CPIC message was sent out about the MP to neighbouring detachments or police agencies, particularly if there was something significant in that area, for example, if the MP was last seen in, frequented or resided in the area.

The Burnaby RCMP used non-police resources to help MP investigations in some circumstances. Depending on the situation, the Burnaby RCMP might have used the media or called Social Assistance (Ministry of Children and Family Development), since many MPs sought social assistance in the form of financial aid.

Outstanding MP files were regularly reviewed: every investigation that was not concluded had an attached diary date. Depending on the investigator, additional investigation would have to be completed by the date noted. The investigation was reviewed by the investigator's supervisor and the Readers Section.

MP files were concluded only when the MP was physically located. Exceptionally, if a group home counselor phoned and advised that a runaway had returned home, the file could be concluded based on the phone call.

### *Communication*

The Burnaby RCMP's policy required communication with reportees and family members. Communication with the reportee and family was the responsibility of the investigating member; the amount of contact depended on the investigator and the circumstances of the case.

## **Currently**

### *Acceptance of MP Reports*

The Burnaby RCMP currently accepts MP reports. In 2010, it investigated 617 MP files.

Anyone can phone or attend at the front counter to make a MP complaint. Opening an MP file is the responsibility of the person in the OCC if the complaint is phoned in, or the member of the front counter staff, if the complaint is made in person. This process is the same as it was in 1998.

The member obtains information about the MP and generates an investigative file on PRIME. Standard investigative detail is taken from the reportee, including enough information to fill out the PRIME and Risk Assessment reports.

There are no restrictions regarding who can report a person missing. There are also no restrictions based on the MP's jurisdiction. This has changed since 1998 because the old policy was less specific regarding which agency took the investigation.

Similarly, there are no restrictions regarding how long a person must be missing before an MP report will be accepted. There were previously some OCC operators who suggested 24 hours must pass prior to making a report; through training and consultation, this practice has been eliminated.

PRIME information is entered online. It is possible that hardcopy forms or investigative reports are also generated, but almost everything is ultimately recorded on PRIME.

### *Resources and Organization*

The Burnaby RCMP does not have a dedicated MPU.

### *Priority and Investigation*

All MP files have always been accepted and investigated.

The acceptance and investigation of MP reports have changed since 1998. Operations policy has changed several times since 1998 and Burnaby Unit Supplements have recently been written, coming into effect on October 15, 2011. The primary changes in these policies relate to the greater and more frequent scrutiny of MP investigations.

There are routine searches, checks or data entries that are done on receipt of an MP report. The entries, always made, contain virtually the same information as before. The only change since 1998 is the recording system. PRIME is now used; in 1998 it may have been CIDS or CPIC.

A General Duty member conducts the initial investigation. If there are suspicious circumstances or high risk factors, a member of the Investigational Support Team will assist or take over the investigation.

The Burnaby RCMP has routinely followed investigative procedures and a system for assessing and determining the priority of MP reports. There is a standardized Risk Assessment Tool that is completed, usually by the investigator but, depending on the circumstance, might also be used by the complaint taker. The Risk Assessment Tool determines if the risk is high, moderate or low.

Further to the Risk Assessment Tool, investigative steps appropriate to the situation are considered. The primary investigator will determine the direction of the investigation. Each investigation is unique; therefore, different questions may be asked in different investigations and different answers will identify different investigative avenues. However, the standard “who-what-where-how-why” questions must always be answered.

None of the identified factors have any effect on the acceptance or investigation of MP reports. According to the Burnaby RCMP, an MP is a person who is missing, notwithstanding if the person is a sex trade worker, a female, a drug addict, a homeless person or a parent with three children and a happy home. All can still be MPs.

Apart from the Risk Assessment Tool, which came into effect with the policy update on November 1, 2010, investigative steps are similar to what they were in 1999. The investigator must answer who last saw the MP, whether the MP had access to funds, and whether the MP was depressed. Because of technological changes, there are now questions relating to cell phone access, a question less prevalent 15 years ago.

In the respondent’s opinion, changes were made because it was determined that there was a better way to identify risk factors involved in MP investigations and ultimately to ensure the integrity of the investigation.

A record is kept of investigative steps. Investigative members record steps taken during the course of an investigation, either on PRIME, the master file, or in their notebooks, and often in all three. CPIC entries may also contain a record of investigative steps taken.

Investigative steps detailing “who, what, when, where, why and how” should all be documented. Specifically, these steps include:

- taking statements from the last person to see the MP regarding where and when that incident occurred;
- taking statements from friends and associates about the MP’s actions and anything the MP said to indicate his or her intentions or frame of mind when they last spoke;
- going to the MP’s workplace;

- determining if the MP has access to a vehicle and recording the vehicle's description;
- determining if the MP has access to cash and/or credit cards, because bank information can be checked to determine if the MP's finances have been accessed and, if so, where this occurred; and
- determining access to or ownership of a cellular telephone, because cell phones provide a great deal of information about a person, such as their associates, plans they may have made, and the general vicinity of the phone when a call was last made.

Little has changed with respect to recording investigative steps. The electronic records system has been updated: specifically, PRIME became available in Burnaby in November 2006. However, members still use notebooks and files, record what occurred, and answer the same basic questions, as they always have.

### *Referral, Review and Closing*

There are circumstances in which, in the absence of a crime scene, an MP file will be transferred: if the circumstances are suspicious or indicate high risk, the matter might be forwarded to the Major Crime Unit. Since 2004, files with suspicious circumstance or indications of high risk are also reviewed by a member of the General Investigative Support Team.

The Burnaby RCMP regularly reviews MP files. New detachment policy, in effect October 15, 2011, requires the non-commissioned officer in charge of the Investigative Support Team to review files daily. Previously, reviews were done, at minimum, when the diary date was due. Much depended on the individual supervisor, the investigator involved and the investigation. For example, the investigator may have set a diary date of several weeks.

Based on the new policy, MP files are reviewed and closely scrutinized almost daily.

All files were also reviewed during 1998, including MP files. If they required further investigation, they were forwarded to the appropriate team in the GIS. That said, human involvement may result in policy breaches: there were always numerous occasions when the diary date was not met, the file was updated after the fact, and the supervisor would or could not update the file until it had been presented to him by the investigator.

MP files are closed after the investigator has physically located the MP. This is documented and reviewed by the investigator's supervisor. No file is concluded until the MP has been physically observed. This is the same rule that applied in 1998.

### *Communication*

The primary investigator is responsible for liaising with the family. If the file remains with the General Duty member, liaison is his or her responsibility; if the file is assigned to an Investigational Support Team or GIS member, that member is responsible.

Procedures involve regular communication with reportees or family members. Policy dictates that the investigating member develop communication strategies with the reportee or family and establish and document a schedule for contact, pursuant to the Operations Manual.

Communication also depends on the investigator and the circumstances of the investigation. If the MP has been gone a substantial amount of time, it is likely the investigator will not continue to call daily. If the MP is high risk, it is possible that the investigator will call more than once per day in the first few days, to ensure he or she is on top of everything.

In the previous policy, there was nothing to indicate regular communication with the reportee should be established. It was the responsibility of the investigating member to contact the reportee and update him or her on the file, but communication depended on the investigator and the circumstances of the investigation. The officer tried to accommodate the reportee.

## *18. RCMP COQUITLAM DETACHMENT*

### **1997/1998**

#### *Acceptance of MP Reports*

The RCMP Coquitlam Detachment had a written mandate regarding accepting and/or investigating missing person reports.

The Coquitlam RCMP accepted MP reports in 1997/1998. It is unclear when it first began accepting MP reports, but the Coquitlam RCMP took over for the BC Provincial Police in the 1950s. It is also unknown how many MP reports were received in 1997 and 1998, because the Coquitlam RCMP no longer uses the PIRS system and files are purged when their retention dates expire.

MP reports were accepted by phone to the Detachment reports desk, by attending the Detachment front counter or by speaking with an officer.

The report recorded details such as descriptors, substance abuse issues, occupation, associates, last seen location, and other risk factors. The report was recorded in hardcopy.

There were no restrictions regarding who could report an MP. There were also no restrictions relating to how long a person had to be missing before a report could be taken.

The Coquitlam RCMP had restrictions on accepting MP reports based on jurisdiction: the MP investigation was held by the agency with jurisdiction where the MP normally resided. Standard procedure for this period was to advise the reportee to call the police of the relevant jurisdiction. For example, if a reportee called from Williams Lake and said his wife had gone missing, having not arrived at her sister's residence in Coquitlam, the Coquitlam RCMP would have likely advised him to report her missing to the Williams Lake RCMP. Then it would likely have assisted the other agency's file by making inquiries with the sister in Coquitlam. That said, the Coquitlam RCMP would often open a file locally and forward the information to the police agency where the MP resided. For example, in the case of a woman living in Mission who reported that her husband did not return from fishing on Pitt Lake, the Coquitlam RCMP would take the file and start a search of the lake and forward the information to Mission.

#### *Resources and Organization*

The Coquitlam RCMP did not have a dedicated Missing Persons Unit. MP files were held and investigated by the primary investigator.

#### *Priority and Investigation*

MP complaints were assigned to General Duty members. MPs were entered on CPIC. The assigned investigating officer or designate conducted follow-up investigation.

Files were not reassigned absent exceptional circumstances. If situational factors indicated the file was suspicious, it could be passed to the Serious Crimes Section.



The Coquitlam RCMP had a system for assessing the report and determining its priority. The MP complaint was entered onto CPIC with a 10 day diary date. The CPIC system automatically indicated MP files that were outstanding after 10 days.

The Coquitlam RCMP did not prioritize or have specific procedures for categories of adult MPs. Further, the identified factors had no effect on the acceptance and investigation of MP reports: all MP were investigated.

The Coquitlam RCMP had routinely followed investigative processes. Follow-up processes were completed according to information received. Processes were based on the experiences of the investigator and supervisor and investigative guidelines provided in policy.

There was a record kept of investigative steps. All investigative steps were recorded in hardcopy files, completed on RCMP Form 1624.

### *Referral, Review and Closing*

There was no relationship between the MPU and other units because there was no MPU.

In the absence of a crime scene, there were circumstances in which an outstanding MP report could be transferred to another unit. If there were suspicious circumstances or information suggested foul play, the investigation could have been forwarded to the Serious Crimes Unit.

Inter-jurisdictional resources were used by the Coquitlam RCMP. Their use was determined by the facts of the file or the resources deemed most effective in solving the MP investigation.

There were also circumstances in which the Coquitlam RCMP used non-police resources to assist MP investigations. Depending on the circumstances of the case, any available resource could have been used.

There were regular reviews of outstanding MP files. Any file could have been reviewed by a supervisor or other specialty unit depending on the circumstances of the file. All MP files were required to be reviewed after 10 days.

MP files were concluded by the investigator when the investigator felt that the file was complete, i.e., when the MP was located and all the information had been properly documented. On conclusion, a supervisor reviewed the file to ensure it was complete.

### *Communication*

The primary investigator or an assisting officer, or both, liaised with family members or reportees. If the General Duty member was absent, a Radio Room Constable contacted the reportee for updates.

MP procedures involved regular communication with the reportee or family. Contact with the family depended on each file, the investigator managing the file, the supervisor reviewing the file, and the family's needs.

## Currently

### *Acceptance of MP Reports*

The Coquitlam RCMP currently accepts MP reports. In 2010, it received 492, not including the 179 Riverview Hospital Elopee<sup>2</sup> and Colony Farm Unlawfully-at-Large files.

MP reports are received by phone to the Detachment reports desk, attendance at the Detachment front counter or community police office or speaking with an officer. The Detachment OCC (reports desk) and investigating officers are responsible for opening MP files. This has not changed since 1998.

Numerous details regarding the MP are recorded in the report, including descriptors, substance abuse issues, occupation, associates, and other risk factors.

Reports are recorded hardcopy in the officer notes, written statements and watch briefing information sheets, and online using PRIME.

There are no restrictions regarding who can report a person missing or how much time a person must be missing before a report will be taken. This has not changed: it does not appear there was ever a policy that required a person to be missing for a specified amount of time.

There are also no jurisdictional restrictions. The MP report is taken by the detachment where the MP was last seen; however, if that information is unknown, the report is taken by the jurisdiction where the MP resides.

### *Resources and Organization*

The Coquitlam RCMP does not have a designated MPU. The assigned primary investigator or designate, depending on the circumstances of the file, does follow-up investigation on MP files.

### *Priority and Investigation*

The acceptance and investigation of MP reports has changed since 1998: as well as changes to E Division and Detachment policies that govern MP investigations, there have been technological advancements that have improved the police's ability to locate MPs, such as "pinging" cell phones and electronic banking records. For example, cell phone "pinging" helped the police locate a missing woman while she was attempting to commit suicide in a hotel room.

As well, the Coquitlam RCMP has increased its capabilities by creating Investigative Support Teams. These teams work with the General Duty Watches to provide added support. One of their primary roles is to provide continuance to MP investigations.

There are routine searches, checks or data entries done on receipt of MP reports. These have changed over time with changes to available database searches.

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<sup>2</sup> A patient or inmate of a treatment or health centre who unlawfully absconds from care.

There are routine investigative processes that are outlined in E Division Operation Manual 37-3 and Detachment Unit Supplements (Operational CQ Part 37-3). The investigative steps include policy recommendations.

The investigative guidelines have changed since 1998, to improve the quality and efficiency of MP investigations. The current guidelines are more specific than they were in the former policy. The steps in the current policy are more numerous and cover a variety of scenarios.

A system is currently in place to assess and determine the priority of MP reports. The Missing Person Risk Assessment Tool is used pursuant to E Division Operational Manual 37-3 and Detachment Unit Supplements.

The identified factors have no effect on the acceptance or investigation of MP reports. All MPs are investigated.

There is a record of investigative steps taken on MP files: any and all investigative steps are documented on the file management system, PRIME, and written in officers' notebooks. Prior to the implementation of PRIME, all investigative steps were recorded in hardcopy files. The type of investigative steps normally recorded has not changed: all investigative steps continue to be documented.

### *Referral, Review and Closing*

While the Coquitlam RCMP does not have an MPU, it does have a Serious Crimes Unit that can assist or take the lead on MP investigations. The Coquitlam RCMP also has a working relationship with the Integrated Homicide Investigation Team. There are circumstances when, absent a crime scene, an MP file would be transferred: referrals are made on an assessment of the circumstances on a case by case basis.

Outstanding MP files are regularly reviewed: supervisors assign diary dates for investigations pursuant to policy. All outstanding MP files are noted on the Detachment shift report, produced after every 12 hour shift. The reports are read and reviewed by the non-commissioned officer in charge of Serious Crime Unit. Readers also pay special attention to high risk files, including MP files, as a supplemental level of oversight.

Previously, files were reviewed by the direct supervisor of the investigating member as considered necessary. Investigators were assigned diary dates and monitored by supervisors. The advent of PRIME and the use of electronic documents have increased the speed at which files are reviewed: with the paper process, files may have sat, waiting to be read, until the supervisor was able to get to them.

MP files are only closed if the MP is located; policy dictates that if the MP is outstanding, the file is not concluded. Current written policy regarding file closure is now in place.

The practice of closing files has not changed since 1998. In 1998, the files were reviewed by the investigator's supervisor, who authorized closure of the file.

### *Communication*

MP procedures involve regular communication with reportees and families. The practice is to update and consult with the family or reportee and document the result on the file.

The assigned primary investigator or designate liaises with reportees and family members. The investigator has regular contact with the MP's family from the outset. As time goes on, the family contacts the investigator with any questions or concerns, encouraged to do so by the investigator from the beginning. When a new investigator is assigned an historical MP, he or she will generally make contact and reconnect with the family.

In addition, if an MP file is referred to the Detachment's Police Based Victim Services Program, those involved in the program will maintain regular contact with the family to support them.

Communication practices have changed since 1998. In the past, contact with the family depended on the file, the investigator managing the file, the supervisor reviewing the file and the family's needs.

## *19. RCMP RICHMOND DETACHMENT*

### **1997/1998**

#### *Acceptance of MP Reports*

The RCMP Richmond Detachment accepted missing person reports in 1997/1998 pursuant to its mandated policy for accepting and/or investigating MP reports. It has always taken MP reports but it is unknown how many MP reports were received in 1997/1998.

Reportees could report an MP by attending the RCMP Detachment or phoning the emergency or non-emergency phone lines. In the report, information gathered included the MP's name, date of birth, gender, sex, physical and clothing descriptions, medical and mental history and lifestyle. Information was recorded in hardcopy format.

There were no restrictions regarding who could report a person missing. Nor were there restrictions relating to how long a person needed to be missing before a report would be taken.

There were jurisdictional restrictions on acceptance of MP reports: generally, the police with jurisdiction where the MP resided was responsible for investigating the MP complaint.

#### *Resources and Organization*

The Richmond RCMP did not have a dedicated Missing Persons Unit in 1997/1998.

#### *Priority and Investigation*

The Richmond RCMP's routinely followed investigative processes involved general steps taken to locate the MP, such as obtaining details from the MP's family or the reportee, inquiring into the MP's previous history and CPIC/PIRS history, and inquiring with employers, educational institutes and associates.

The assigned lead investigator typically completed follow-up investigation that was self-generated or assigned by the investigator's supervisor.

There was a system in place for assessing and determining the priority of MP reports. Officers used standard investigative procedures to assess risk and determine priority. Additionally, in 1997/1998, the Richmond RCMP records department used OSR codes, one for "missing person" and another for "high risk missing person".

There were no specific procedures in place for any categories of adult MPs. The identified factors had no effect on the acceptance or investigation of MP reports: the Richmond RCMP took and investigated all MP reports, regardless of the identified factors.

Investigative steps were recorded by the Richmond RCMP. Both investigative steps and outcomes were recorded on the hardcopy file and the investigator's notes. Generally, all investigative steps and their outcomes were documented.

#### *Referral, Review and Closing*

There was no dedicated MPU, so there was no relationship between the MPU and other units. However, all suspicious reports or reports where foul play was suspected were referred to the General Investigative Section. Because assignment to the GIS was determined by an assessment of all available details, there were circumstances in which an outstanding MP report would be transferred to the GIS absent a crime scene.

Inter-jurisdictional resources were used by the Richmond RCMP for MP reports: CPIC/BOLF(s) were used as a broadcast tool to send descriptors and details surrounding MPs to other agencies.

There were also circumstances in which the Richmond RCMP used non-police resources to help with MP investigations. Such investigative steps included alerting the media on high risk investigations and inquiring with hospitals and government resources such as welfare offices.

MP files were regularly reviewed: policy ensured that a maximum one-year diary date was assigned to the lead investigator for review and follow up. The supervisor could assign any length of time as the diary date for continued follow up.

MP files could be concluded by the lead investigator once a supervisor had approved the request in hardcopy. In 1997, if an MP was located within 24 months, the file was purged from records. However, if the MP was not found, the file was to remain open until the MP reached an age of 110 or, if the MP's age was unknown, for 92 years after the initial report.

### *Communication*

The lead investigator was responsible for liaising with appropriate family members or reportees.

Procedures involved regular communication with the reportee or family members, including an annual follow up to contact the family and/or the reportee to determine if there was any new information. Any information provided may have resulted in additional follow up.

## **Currently**

### *Acceptance of MP Reports*

The Richmond RCMP currently accepts MP reports. A total of 448 MP reports were received in 2010.

Reportees can report MPs by attending the Detachment or calling the emergency or non-emergency phone line, or by calling Crime Stoppers to make a report anonymously. Depending on the reporting method, ECOMM operators, City of Richmond front counter employees, regular members and station Constables are responsible for opening MP files. This has not changed since 1998.

MP reports document all valuable information gathered, including name, date of birth, gender, sex, physical and clothing descriptors, medical and mental history, lifestyle and associates of the MP. Since the 2001 launch of PRIME, information is recorded electronically.

The acceptance and investigation of MP files have changed since 1998. Previously, the jurisdiction where the MP lived was responsible for conducting the MP investigation. Currently, regardless of

where the MP resides or was last seen, the Richmond RCMP will take the report and take at least some investigative steps. Ultimately, depending on the circumstances, the file may be passed onto another police agency.

There are no restrictions regarding who can report an MP or how long an MP must be missing before a report can be taken. This has not changed since 1998.

### *Resources and Organization*

The Richmond RCMP does not have a dedicated MPU. Assigned investigators and an MP Coordinator are involved in MP files.

### *Priority and Investigation*

The Richmond RCMP has a written mandate for accepting or investigating MP reports: both national and Department policies exist, which include guidelines for investigators and supervisors.

There are routinely followed investigative processes. On receipt of the investigation, the first responder is responsible for gathering all available details from the reportee or family members and associates, or both, completing the risk assessment tool and determining, in consultation with his or her immediate supervisor, which priorities need to be assigned. Depending on the level of risk, the investigator will seek recommendations from his or her MP General Duty trainers, the GIS, the Serious Crimes Unit or the MP Coordinator.

The Richmond RCMP conducts routine searches, checks or data entries on receipt of an MP report. Changes to these include more in-depth searches of all available police databases, such as PROS/PIRS/PRIME/CPIC, and non-police databases, including social media networks and financial institutions.

Investigations have changed. It is believed that the current investigations make consistent use of new advances in both police and non-police database searches. Further, specific MP training has been provided to and is frequently used by first responders. Changes were made to provide consistent investigations with “best practices” that ultimately provide better client-based service.

The lead investigator or designate typically conducts the necessary follow up, which is self-identified or assigned by a supervisor.

There is a system in place for assessing the priority of MP reports: along with the initial investigator’s assessment, the Richmond RCMP uses a PRIME risk assessment template for each investigation. This template assists the investigator in assessing risk factors and determining priorities that should be assigned to the case.

The identified factors have no effect on the acceptance or investigation of MP reports. The Richmond RCMP always accepts and investigates MPs, regardless of the above factors.

A record of investigative steps is made. All investigative steps and outcomes are recorded in members’ handwritten notes and, since 2001, electronically in PRIME. This is different from 1998. In the past, all reports were documented in hardcopy format. Further, it is unknown what detail of

structured information was recorded at that time: investigative steps would have been recorded, but possibly not to the same extent as today.

### *Referral, Review and Closing*

There are circumstances in the absence of a crime scene in which an outstanding MP report will be transferred. An MP investigation may be assigned to the Serious Crime Unit based on an assessment of all available details including suspicious circumstances or suspected foul play.

There are regular reviews of outstanding MP files.

The lead investigator and his or her immediate supervisor are required to conduct regular reviews of MP files. In the first instance, MP files are reviewed by the investigator's immediate supervisor and are given a short diary date (four days). Additionally, two members of the General Duty Watch, who have received additional training in MP investigations, provide mentorship on all MP files. The Richmond RCMP has an MP Coordinator who conducts regular reviews of both current and historic MP investigations and ensures that appropriate follow up is conducted. Finally, the Detachment CPIC operators ensure policies are met by updating assigned diary dates associated to CPIC entries.

Review of MP files has changed since 1998. In 1998, the Richmond RCMP did not have an MP Coordinator or assigned member who conducted frequent reviews of all MP investigations. The frequency of review has also changed: policy now requires assignment of a shorter diary date in the first instance.

What has not changed is that, in both in 1998 and currently, a supervisor must review MP files.

Once the MP is located, the file can be concluded by the lead investigator. The lead investigator may request in writing, electronically, that the MP file be closed. The investigator's supervisor reviews and authorizes the file for conclusion.

This practice is fundamentally the same as it was in 1998. In both the past and present, the lead investigator must receive the supervisor's approval to close the file. Currently a supervisor, CPIC operators and the Detachment's MP Coordinator will all review MP files and CPIC entries to ensure policy is met before files are concluded.

### *Communication*

The lead investigator or designate maintains contact with family members or reportees throughout the MP investigation.

MP procedures involve regular communication with the reportee or family. It is the Richmond RCMP's current practice to maintain early and daily contact with the family or reportee until the file is concluded.

It is unknown exactly how communication practices have changed since 1998; however, it is thought that regular contact has become more frequent and consistent because it is now maintained throughout the investigation.



## *20. RCMP SURREY DETACHMENT*

### **1997/1998**

#### *Acceptance of MP Reports*

The Surrey Detachment had a mandated policy for accepting and/or investigating missing person reports in 1997/1998. It is unclear when Surrey first began taking reports, but there are MP reports that date from 1957.

It is unknown how many MP reports the Surrey Detachment received in 1997 and 1998: files with expired retention dates are purged, and it is only those files retained for other reasons that remain. However, according to the Senior Data Analyst from Strategic Services Section at E Division Headquarters, the PIRS database indicates that in 1998 there were 2309 MP files. The Analyst does not have access to the database for 1997 files.

MP reports were taken by a complaint taker and dispatched to a member for investigation.

Numerous details regarding the MP were recorded in the MP report. These details included descriptors, substance abuse issues, occupation, associates, future court appearances and other risk factors. All information was recorded on hardcopy files.

There were no restrictions on the acceptance of MP reports based on who could report a person missing. There were also no restrictions on how long an MP needed to be missing. However, there were jurisdictional restrictions: prior to a 2010 policy change, the MP investigation was held by the agency with jurisdiction where the MP usually resided.

The identified factors had no effect on the acceptance of MP reports: all MP reports were accepted.

#### *Resources and Organization*

The Surrey Detachment did not have a dedicated Missing Persons Unit in 1997/1998.

#### *Priority and Investigation*

After receipt of an MP report, there were routinely followed investigative processes based on the investigator's and supervisor's previous experiences and the investigative guidelines provided in policy.

The investigator initially assigned to the file conducted follow-up investigation, unless the file had been assumed by Homicide or Major Crime; in that case, a Homicide or Major Crime investigator completed follow up.

The Surrey RCMP had a system for assessing the priority of MP files. While the Surrey RCMP did not have a formal system such as the use of a risk assessment, the investigator considered risk factors and suspicious circumstances to determine appropriate investigative steps.

The Surrey Detachment did not prioritize or have specific procedures for categories of adult MPs in 1997/1998. The identified factors would have had no effect on the investigation of MP reports:

investigations were determined based on an evaluation chart and a review of the facts. The totality of the facts, details and risk factors determined the priority of investigations, not any one factor.

The Surrey Detachment kept a record of investigative steps taken. All investigative steps were normally recorded on hardcopy files.

### *Referral, Review and Closing*

There was no MPU to liaise with Homicide or Major Crime. However, there were circumstances absent a crime scene in which an MP report would be forwarded: an MP investigation might be forwarded to Homicide or Major Crime if there were suspicious circumstances or if source information or evidence suggested foul play.

Inter-jurisdictional and non-police resources were used by the Surrey RCMP. Their use was determined by the facts of the file and on consideration of what would be most effective in solving the MP investigation.

Outstanding MP files were regularly reviewed by supervisors. Additionally, the supervisor of the investigator reviewed and authorized the conclusion of MP files.

### *Communication*

The investigator assigned the file liaised with family members or reportees.

MP procedures involved regular communication with reportees and family members: contact with the family depended on each file, the investigator managing the file, the supervisor reviewing the file and the family's needs.

## **Currently**

### *Acceptance of MP Reports*

The Surrey RCMP currently accepts all MP reports. In 2010, it received 1685 MP reports.

MP complaints are taken by a complaint taker and dispatched to a member for investigation. This has not changed at all since 1998.

Numerous details regarding the MP are recorded in the report. These details include personal descriptors, substance abuse issues, occupation, associates, future court appearances and other risk factors. All information is recorded in the electronic PRIME file.

The acceptance of MP reports has changed since 1998, though not dramatically.

There are no restrictions on who can report a person missing. There are also no restrictions on how much time a person must be missing before a report will be taken. It does not appear that it was ever the Surrey Detachment's policy to require a specific amount of time to pass before someone could be reported missing.

There are also no jurisdictional restrictions related to the acceptance of MP reports. This has changed since 1998. Currently, the MP investigation is held by the agency with jurisdiction where the MP was last seen. This change from the 1998 practice, when jurisdiction was based on the area the MP resided, makes it clear which agency has jurisdiction.

The identified factors would have no effect on the acceptance of an MP report: since all MP files are accepted, none of the individual factors would affect reporting.

### *Resources and Organization*

The Surrey MPU was established in 2008. Initially, it was staffed by one Corporal. It was later expanded to one Corporal and one Constable. It was recently expanded again to its current composition: one Corporal and two Constables, supervised by a Sergeant who oversees both the MPU and the Domestic Violence Unit.

The time of the MPU can be broken down as follows:

- 60% investigating high risk MPs;
- 25% on guidance, supervision and file reviews;
- 5% investigating historical MPs;
- 5% training; and
- 5% liaising and meeting with outside agencies.

This has changed slightly from the breakdown at the MPU's inception in 2008:

- 70% investigating high risk MPs;
- 15% on guidance, supervision and file reviews;
- 5% investigating historical MPs;
- 5% training; and
- 5% liaising and meeting with outside agencies.

### *Priority and Investigation*

The written mandate for accepting or investigating MP reports has changed. There have been numerous changes.

The investigation of MP reports has changed dramatically since 1998. MP investigations are taken far more seriously and are more strictly governed by policy. Change resulted from increased recognition that MP investigations are high risk investigations surrounding individuals who might be at risk of serious harm or death.

There are routine searches, checks or data entries done on receipt of an MP report. These searches have changed over time, based on the availability of database searches. They have also changed because there were few investigative guidelines for investigators prior to the creation of the Surrey MPU.

The Surrey RCMP has a system to assess and prioritize MP reports. All MP reports must include a risk assessment that determines the existing risk factors with respect to the MP. This, as well as a review by the Surrey MPU non-commissioned officer in charge or his or her designate, ensures that priority is assigned to each investigation.

The identified factors have no effect on the investigation of MPs. Investigations are determined based on risk assessments and reviews of the facts. The totality of the facts, details and risk factors determine the priority of investigations, not any one factor.

There are routinely followed investigative processes. Changes to investigative processes were made to improve the quality and efficiency of MP investigations. It does not appear that there were any formal investigative guidelines provided to investigators at the Surrey Detachment prior to those created by the Surrey MPU. Now, investigative guidelines are outlined in RCMP and Surrey policy, and the Surrey MPU provides its guidelines to all investigators.

The Surrey Detachment keeps a record of investigative steps: all investigative steps are normally documented on the electronic PRIME file. There has been a change to how the information is recorded. Prior to PRIME, all investigative steps were recorded on hardcopy files. However, the steps recorded have not changed.

### *Referral, Review and Closing*

There is a relationship between the MPU and other units, though this has not changed since 1998 other than in the creation of a formal MPU. There are circumstances when, absent a crime scene, an MP file will be transferred: an MP investigation might be forwarded to Homicide or Major Crime if there are suspicious circumstances or source information or evidence suggests foul play is involved.

The Surrey RCMP reviews outstanding MP files: the non-commissioned officer in charge of the Surrey MPU or his or her designate reviews all MP investigations in the first instance and regularly afterwards, until the MP is located or the file is assumed by the Surrey MPU, GIS or Serious Crime.

The Senior Investigative Supervisor or his or her designate conducts file reviews of long-term MP investigations held by the Surrey MPU or Serious Crime. These reviews are conducted at 10 and 30 days and after as necessary. The BC Police Missing Persons Centre may also be requested to review long term investigations held by the Surrey MPU.

Prior to the formation of the Surrey MPU, reviews were conducted by the investigating member's direct supervisor as deemed necessary.

MP files are concluded when the MP is located or the file is transferred to another jurisdiction. The Surrey MPU non-commissioned officer in charge, or his or her designate, reviews MP files to ensure they are concluded appropriately and comply with policy.

Prior to the Surrey MPU's formation, files were concluded on the review and authorization of the supervisor of the investigator.

### *Communication*

The Surrey Detachment's MPU procedures involve regular communication with the reportee or family. In the initial stages of the investigation, there will be regular, usually daily, contact with the family until the MP is located. When the MP is not located and the file is assumed by the Surrey MPU, a schedule for reporting will be determined based on how active the investigation is and the family's needs. Typically, contact is monthly for older files with less active investigations. In historical MP investigations, contact with the family is dependent on the family's needs.

Prior to the MPU's formation, contact with the family depended on each file, the investigator managing the file, the supervisor reviewing the file and the family's needs.

## V. APPENDICES

### A. *SURVEY 1*

- 1 Police Service
- 2 Completed by (include Name(s) and Title(s)):
- 3 Contact Information:
- 4 In 1997/98 ("then") did your department accept reports of adult missing persons (MP)?
- 5 What was the basis for this policy not to accept MP reports?
- 6 Was this a written formal policy?
- 7 When did your department first begin taking MP reports?
- 8 If your department did accept reports of MP in 1997/98, did your department have a dedicated Missing Persons Unit?
- 9 How were MP reports received in the first instance?
- 10 What details regarding the MP were recorded?
- 11 How was the information recorded? - Hard copy or online?
- 12 Who did any follow up on the investigation on the file?
- 13 Was there any system in place for assessing the report and determining priority to be assigned to the case?
- 14 If you chose Yes, please explain.
- 15 Who, if anyone, liaised with family members or reportees?
- 16 When was your MP unit first established?
- 17 How was the MP Unit staffed?
- 18 What were its primary responsibilities, allotting a percentage of time for each responsibility?
- 19 How many MPs were reported in 1997 and 1998?
- 20 In 1997/98 was there any reporting relationship/interaction between your MP Unit and your Homicide or Major Crime Unit or any other unit for your police department?

- 21 If you chose YES, please explain.
- 22 In 1997/98, in the absence of a crime scene, were there any circumstances that an outstanding MP report would be forwarded to your Homicide or Major Crime Unit or any other unit for your police department?
- 23 If you chose YES, please explain.
- 24 In 1997/98 did your department prioritize or have specific procedures in place for any categories of adult MPs (e.g. older persons, persons with disabilities)?
- 25 If you chose YES, please explain.
- 26 In 1997/98 how much of an effect did the following factors have on your acceptance and/or investigation of the MP report:
- Missing Person was a woman
- Missing person was a sex trade worker
- Missing person was a drug addict
- Missing person had a history of going missing
- Missing person was transient or believed to be of no fixed address
- 27 Please explain your answers.
- 28 Did your acceptance of MP reports have any restrictions on who could report a person missing?
- 29 If you chose YES, please explain.
- 30 Were restrictions on accepting MP reports based on the jurisdiction the person resided in or was missing from?
- 31 If you chose YES, please explain.
- 32 Were inter-jurisdictional resources utilized, such as forwarding the report of a MP to police in nearby jurisdictions?
- 33 If you chose YES, please explain.
- 34 Were restrictions based on how much time a person needed to be missing before a report would be taken?
- 35 If you chose YES, please explain.
- 36 Did you have a written mandate or policy for accepting and/or investigating MP reports?

- 37 After receipt of a MP report did your Department have any routinely followed investigative processes/procedures?
- 38 If you chose YES, please explain.
- 39 Was there any record kept of investigative steps that were taken?
- 40 If you chose YES, where and how were they recorded?
- 41 What sort of investigative steps would normally be recorded?
- 42 Were there circumstances when non-police resources would be used to help with a MP investigation, such as disclosure to media, community centers, government resources such as hospitals or shelters?
- 43 If you chose YES, please explain.
- 44 Was there any regular review of outstanding MP files?
- 45 If you chose YES, who did this and how often was this done?
- 46 Did your procedures with MP cases involve any regular communication with the reportee or family members of the missing person?
- 47 If you chose YES, what were your practices?
- 48 How were MP files closed and who authorized it?
- 49 Would your police agency be interested in receiving a DVD copy of the MWCI final report?



*B. SURVEY 2*

- 1 Police Service
- 2 Completed by (include Name(s) and Title(s)):
- 3 Contact Information
- 4 Does your department currently accept reports of adult missing persons (MPs)?
- 5 What is the basis for the policy not to accept MP reports?
- 6 Is this a written formal policy?
- 7 How many MP reports did you receive in 2010?
- 8 Does your department have a dedicated MP Unit?
- 9 How are MP reports currently received?
- 10 Who does any follow up investigation on them?
- 11 Who liaises with family members or reportees?
- 12 Who is responsible for opening files?
- 13 How is it staffed?
- 14 Has the staffing strategy changed at any time since 1998?
- 15 What are the MP Unit's primary responsibilities, allotting a percentage of time for each responsibility?
- 16 How has this changed at any time since 1998?
- 17 Is any record kept of investigative steps that are taken?
- 18 If you chose YES, where and how are they recorded?
- 19 How has this changed at any time since 1998?
- 20 What sort of investigative steps are normally recorded?
- 21 How has this changed at any time since 1998?
- 22 Are there any regular reviews of outstanding MP files?
- 23 If so, who does this and how often is this done?
- 24 How has this changed at any time since 1998?

- 25 Do your procedures for MP cases involve any regular communication with the reportee or family members of the missing person?
- 26 If so, what are your practices?
- 27 How have these communication practices changed at any time since 1998?
- 28 How are MP files closed and who authorizes it?
- 29 How has this changed at any time since 1998?
- 30 Has your acceptance and investigation of MP reports changed at any time since 1998?
- 31 If you chose YES, please explain the changes and reasons for making the change.
- 32 Is there any relationship/interaction between your MP Unit and your Homicide or Major Crime unit or any other unit for your police department?
- 33 Is this different from 1998?
- 34 If so, how, when and why has it changed?
- 35 Are there any circumstances in the absence of a crime scene, in which an outstanding MP report would now be forwarded to your Homicide or Major Crime unit or any other unit for your police department?
- 36 If you chose YES, please explain.
- 37 How are MP reports initially received?
- 38 How has this changed at any time since 1998?
- 39 What details regarding the MP are recorded in the report?
- 40 How is this information recorded? - Hard copy or online?
- 41 Are there any routine searches, checks or data entries that are done upon receipt of a MP report?
- 42 How has any of this changed at any time since 1998?
- 43 Is a system currently in place for assessing the report and determining priority to be assigned to the case?
- 44 If so, please explain the system.
- 45 Today how much of an effect does the following factors have on your acceptance and/or investigation of the MP report?

Missing person was a woman

Missing person was a sex trade worker

Missing person was a drug addict

Missing person had a history of going missing

Missing person was transient or believed to be of no fixed address

- 46 Please explain your answers.
- 47 Are there restrictions on who can report a person missing?
- 48 Are the restrictions on reporting a person missing based on the jurisdiction the person resides in or is missing from?
- 49 Has this changed at any time since 1998?
- 50 If so, how, when and why did this change?
- 51 Were restrictions based on how much time a person needed to be missing before a report would be taken?
- 52 If you chose YES, please explain.
- 53 How has this changed at any time since 1998?
- 54 Do you have a written mandate or policy for accepting and/or investigating MP reports?
- 55 If so, how has this changed at any time since 1998?
- 56 After receipt of a MP report does your department have any routinely followed investigative processes/procedures?
- 57 What are your department's routinely followed investigative processes/procedures?
- 58 How have they changed at any time since 1998?
- 59 Why were these changes made?
- 60 Is any record kept of investigative steps that are taken?
- 61 If so, how and where are they recorded?
- 62 How has this changed at any time since 1998?
- 63 What sort of investigative steps are normally recorded?
- 64 How has this changed at any time since 1998?
- 65 Are there any regular reviews of outstanding MP files?

- 66 If so, who does this and how often is this done?
- 67 How has this changed at any time since 1998?
- 68 Do your procedures for MP cases involve any regular communication with the reportee or family members of the missing person?
- 69 If so, what are your practices?
- 70 How have these changed at any time since 1998?
- 71 How are missing person files closed and who authorizes it?
- 72 How has this changed at any time since 1998?
- 73 Would your police agency be interested in receiving a DVD copy of the MWCI final report?