



MISSING PERSONS:

VOLUNTEERS SUPPORTING LAW ENFORCEMENT



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EXECUTIVE SUMMARY

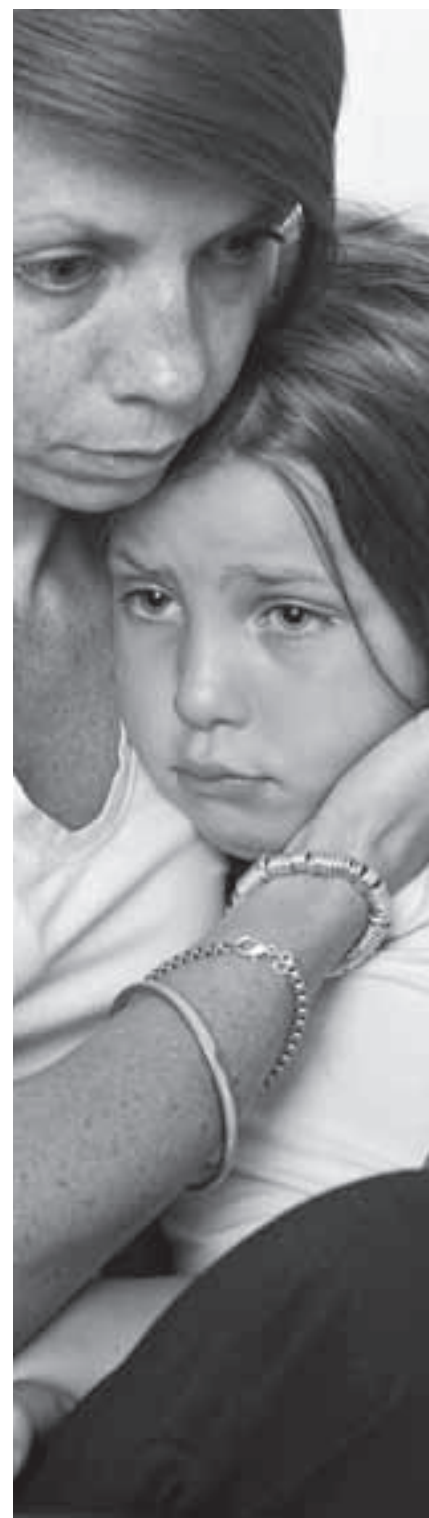
Every missing person report a law enforcement agency receives is different. But, whether it's a child, a teenager, an adult, or a senior citizen who ran away, forgot to call home, wandered away, was abducted, or disappeared, all missing person investigations share a common element—the need for manpower to find the missing as quickly as possible. The more people looking for a missing person, the faster the person may be found.

In January 2010, a focus group was hosted by the International Association of Chiefs of Police and the Volunteers in Police Service (VIPS) Program with support from the Bureau of Justice Assistance, Office of Justice Programs, U. S. Department of Justice. Nearly 30 leaders from law enforcement agencies, missing person organizations, state attorney's offices, and the U.S. Department of Justice attended. Participants discussed the use of affiliated and spontaneous volunteers in missing person investigations, how to deal with the media, types of missing persons cases, technology available, partner organizations, and individual agency experiences with missing persons. Based on the ideas and concerns shared at the focus group, this publication was developed to reach those managing law enforcement volunteer programs.

This publication provides a discussion of the differences between a runaway child and an abducted child; and an adult that abandons his or her life and an Alzheimer's patient that wanders away from his caretaker. Volunteers can assist no matter the circumstances surrounding the disappearance. *Missing Persons: Volunteers Supporting Law Enforcement* lists possible activities to engage affiliated volunteers before someone is reported missing, such as assisting parents in completing child identification kits, conducting address verification of registered sex offenders, and replacing batteries in tracking system bracelets worn by individuals predisposed to wandering away. Volunteers can also assist during an active missing person investigation by canvassing neighborhoods door to door, providing perimeter control at the scene, or providing relief services to investigators and volunteers during long searches. Over the course of an investigation or once an investigation turns cold, volunteers can answer phones in the coroner's unit, maintain missing person files, or man phone banks.

We know that when the media broadcasts news of a missing person, volunteers will arrive to help. This publication discusses ways to best utilize those spontaneous volunteers, and reminds law enforcement that those volunteers must be supervised at all times, their activities documented, their identities verified, and their backgrounds checked. Volunteers must also be trained in what to do if they locate evidence, the missing person, or a suspect.

How law enforcement is required to respond to and report missing persons has changed a lot over the last 40 years. This publication provides a review



of legislation and policy pertaining to missing children, adults, seniors, and those with Alzheimer's disease or other forms of dementia.

Any agency that has investigated a missing person knows that volunteers are only a small piece of the puzzle. This publication also provides information on new technology available to law enforcement such as AMBER Alert, Project Lifesaver, Silver Alert, Medic Alert, and GPS locators which can assist in locating a missing person. *Missing Persons: Volunteers Supporting Law Enforcement* also discusses the National Missing and Unidentified Persons System (NamUs), and offers information on missing person organizations around the country.

Be it a child, adult, or senior citizen who has disappeared, missing person investigations are complex and time consuming. Even with advances in technology and more comprehensive legislation, many agencies are challenged to deploy the manpower and resources required to handle these difficult incidents. Missing person cases are often high profile, with media and spontaneous volunteers adding to the stress on law enforcement agencies. However, with a comprehensive volunteer management plan in place, there are numerous ways both affiliated and spontaneous volunteers can support missing person investigations before, during, and after the event.

From handing out Child Safety ID kits to investigating cold cases to conducting active searches, law enforcement agencies around the country are engaging volunteers in unique and innovative ways to supplement and support missing person cases allowing officers to focus on policing and enforcement functions. With the force multiplier of volunteers, law enforcement agencies are able to help families find closure and to bring more people home. ■

MISSING PERSONS: Volunteers Supporting Law Enforcement profiles several agencies that have integrated volunteers into their agency operations to assist in a missing person investigation.

- Arlington County, Virginia, Police Department's internship program provides college students with hands-on investigative experience. When an individual goes missing in the densely populated county, interns call every hospital, medical center, clinic, and shelter in the area to help search for the missing.
- The Avondale, Arizona, Police Department requires volunteers to undergo more than 30 hours of training to become part of the 24-hour on-call volunteer team. Training covers verbal judo, the public information office, radio codes and operation, impact team activities, fingerprint certification, crisis management, and more.
- Delray Beach, Florida, has several not-for-profit Alzheimer's care centers within city limits. The police department's volunteer program partners with these care centers to encourage caretakers to provide information on patients to be entered into a database that officers can access from their vehicles.
- The Las Vegas, Nevada, Metropolitan Police Department receives more than 10,000 missing persons calls a year. Acting as a force multiplier, volunteers perform casework, make phone calls, conduct knock and talks, hand out flyers, and search in the vast desert areas to assist the detective unit with missing person cases.
- Montgomery County, Maryland, Police Department's Citizen Surveillance Team helps in all areas of the department, including tracking down the county's more than 1,200 runaway juveniles each year.
- The Sacramento County, California, Search and Rescue unit is a volunteer component of the sheriff's department. After requisite training and skills exercises, volunteers can be certified as ground searchers, as well as horse, K-9, and/or ATV searchers.
- The Santa Cruz County, California, Sheriff's Office uses a volunteer in the coroner's unit to assist with cold case investigation for missing and unidentified persons. He has helped to clear more than 100 missing persons cases in the last two years.

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SECTION I – INTRODUCTION AND BACKGROUND

VIPS 101: VOLUNTEERS IN POLICE SERVICE PROGRAM

The national Volunteers in Police Service (VIPS) Program was established in 2002 by the International Association of Chiefs of Police (IACP) in partnership with the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The VIPS Program provides support and resources for agencies interested in developing or enhancing a volunteer program and for citizens who wish to volunteer their time and skills with a community law enforcement agency. The program's ultimate goal is to enhance the capacity of state, local, and tribal law enforcement to utilize volunteers through the provision of no-cost resources and assistance. The program's Web site, www.policevolunteers.org, serves as a gateway to information for law enforcement agencies and citizens interested in law enforcement volunteer programs.

The program offers a host of resources including a directory of law enforcement volunteer programs, a library of sample documents, publications addressing specific elements and issues related to volunteer programs, a model policy on volunteers, an e-newsletter, educational videos, a moderated online discussion group, training, and technical assistance.

The resource guide *Volunteer Programs: Enhancing Public Safety by Leveraging Resources* serves as a basic implementation manual for law enforcement personnel interested in establishing or enhancing a volunteer program within their agency. Tailored technical assistance is also available.

To register as a VIPS program, your volunteers must work directly with a state, local, or tribal law enforcement agency or organizations working in partnership with a law enforcement

agency (such as a Retired Senior Volunteer Program) to place volunteers within a law enforcement agency. Register online at www.policevolunteers.org. As a registered VIPS program, you will be part of more than 2,080 registered VIPS programs with more than 239,000 volunteers representing all 50 states; Washington, DC; Puerto Rico; and Guam. The VIPS directory of registered programs also includes information on 16 international law enforcement volunteer programs, representing Australia, Germany, the Netherlands, Canada, New Zealand, and the United Kingdom.

INTRODUCTION

In the late 1970s and early 1980s several high-profile cases brought the tragedy of missing children to the nation's attention. It also forever changed the way law enforcement responded to reports of missing children. Etan Patz and Adam Walsh were two boys whose disappearances helped bring media and national attention to the issue of child abduction and the lack of plans and resources to address it. At the time there was no coordinated effort among law enforcement to search for missing children on any level. This exposed a fundamental flaw in the system.

Although there is a media propensity toward stories of missing children, there are hundreds of teens, adults, and senior citizens who go missing each year as well. Whether it is a 21-year-old missing after leaving a concert, a 45-year-old suffering from a traumatic brain injury becoming lost and disoriented, or a 75-year-old with Alzheimer's disease or other form of dementia disappearing from home, missing persons cases affect all communities.

Missing person cases often require tremendous

law enforcement time and resources. While law enforcement agencies are designed and staffed to maximize services to the community, there is always more to do. As a result of recent economic strife, agencies are experiencing an increased workload in a resource-constrained environment. More than ever, volunteerism has become a need and not a luxury. By providing supplemental and support services, volunteers allow law enforcement agencies and officers to focus on policing and enforcement functions.

We know that volunteers enhance public safety and services. They offer a wealth of skills and resources that can be used prior to, during, and after a child, teenager, or adult goes missing. Some of the many benefits volunteers can provide include:

- Providing access to a broader range of expertise and experience.
- Increasing paid staff member's effectiveness by enabling them to focus their efforts where they are most needed or by providing additional services.
- Providing resources for accomplishing tasks that would otherwise have to wait for additional resources.
- Acting as community liaisons to gain support for agency activities.
- Providing a direct line to private resources in the community.
- Increasing public awareness and program visibility.

Further, volunteers can serve as well-informed ambassadors in the community, gaining credibility with the community as they support law enforcement without monetary compensation. Volunteers serve as a bridge

to law enforcement agencies and surrounding communities working toward a common mission—to promote the safety of the community.

BACKGROUND

In January 2010, IACP held a focus group which included high level representatives from law enforcement agencies and missing person organizations, volunteer coordinators, and federal executives to discuss the idea of volunteers supporting law enforcement in missing person cases. The purpose of the focus group was to examine the use of law enforcement volunteers in the search for missing persons, whether actively searching or assisting with administrative and investigative tasks. Individuals shared thoughts, ideas, and experiences about how best to involve law enforcement volunteers in all aspects of missing person searches. This publication is a direct result of what was learned during that focus group. ■

SECTION 2 – MAXIMIZING RESOURCES BY UTILIZING VOLUNTEERS IN MISSING PERSONS CASES

“One of the most heartwarming things you will experience is a tremendous outpouring of caring from family members, friends, and strangers. People of all races, nationalities, religions, and socioeconomic levels will offer you and your family emotional support, food and other gifts, and help in the search. In fact, volunteers are essential to the search process. They can and will play a variety of roles in the effort to find your child.”

–From “When Your Child Is Missing:
A Family Survival Guide”
U.S. Department of Justice,
Office of Juvenile Justice and
Delinquency Prevention.

TYPES OF MISSING PERSONS INVESTIGATIONS

There is no such thing as a typical missing person case. Each missing person investigation differs depending on the missing individual and the circumstances surrounding their disappearance. However, it is important to realize that no one missing person case is more or less important than another. Be it a missing child, teenager, adult, or elderly individual—someone is likely desperately trying to find that person. Volunteers may be able to help in the recovery effort.

Children

Missing children cases tend to draw the most media attention, making them the highest profile cases. Because children are the most vulnerable to being lost or taken, there are many different reasons that children can go missing. The youngster could be taken by a stranger with sinister intentions. Young children can wander away—some follow older kids, and some follow the family dog. Sometimes children play hide and seek too well; they hide in places they can get into but not out of. Children can get separated from a group or decide to explore another part of a hiking trail while the rest of the group continues on their hike. Older children may run away or be throwaway, but if reported, are still considered missing. And, sometimes children are taken in a domestic dispute by a family member¹.

Adults

Missing adults tend to draw less attention, making it difficult for loved ones to get the assistance they need in locating them. Missing adult cases also vary in terms of the circumstances surrounding the disappearance.

¹ In these cases, both the child and the adult could be reported as missing.

Adults can walk away from their lives willingly. These cases can present challenges if the family reports them missing, but the missing adult informs law enforcement that they do not wish to be found. In addition, adults (as well as children) with developmental disorders are prone to wandering away and not finding their way back. Finally, accidents or suspicious activities can trigger missing person reports. Often those missing person reports become homicides investigations, cold case missing person investigations, or unidentified body investigations.

Elderly

Finally, elderly individuals are also vulnerable to becoming lost or missing². Older adults can suffer from various forms of dementia, including Alzheimer's disease, and have a natural inclination to wander. They can become disoriented and scared, unable to return home, and frightening caregivers who are unable to locate them. Recent advances in technology have helped locate those who wander much more quickly than in the past, increasing their chances of survival.

The type and level of involvement of volunteers in these cases is as diverse as the cases themselves. Regardless of the type of missing person investigation, responding law enforcement agencies can benefit from the manpower and skills of their volunteer force.

ACTIVITIES FOR VOLUNTEERS TO AID MISSING PERSON INVESTIGATIONS

The following lists provide suggestions of activities to engage volunteers to aid in missing person investigations. Some of these activities will require special screening, training, or a

certain type of volunteer such as a chaplain, or a reserve or auxiliary officer.

Before someone is reported missing

- Assist parents in completing child identification kits
- Make presentations on stranger danger to children at local schools
- Present truancy prevention programs in schools
- Assist with related events (such as National Missing Children's Day Events, Alzheimer's Association Memory Walks or safety and fingerprinting events)
- Attend missing person related training (such as training that assists volunteer to understand from a law enforcement perspective what a missing person case entails)
- Work community safety fair booths
- Conduct address verification of registered sex offenders
- Replace batteries monthly in tracking systems transmitter bracelets
- Make community presentations on Project Lifesaver and other tracking programs at local senior centers and volunteer centers
- Maintain a database of area hospitals, walk-in clinics, shelters, nursing homes, or other care facilities
- Create a phone tree for volunteer response teams
- Participate in law enforcement search and rescue organizations
- Talk to homeless shelter managers and residents about missing person issues

² According to research conducted by IACP's Missing Alzheimer's Patient Initiative, missing patients fall into two categories: those who are reported missing and those who have not yet been reported as missing or do not recognize that they are lost. The second category includes individuals who believe they have become lost and seek directional assistance from law enforcement or those who have been found by law enforcement or a good Samaritan before the caregiver reports them missing.

During an active missing person investigation

- Activate a phone tree to assemble volunteer response teams
- Activate existing citizens on patrol volunteers who are on duty
- Assign lead numbers to lead forms
- Drive the agency command van during a missing person investigation
- Canvass neighborhoods door to door
- Act as liaison with victims' families to communicate law enforcement's efforts in working their case
- Coordinate, organize, and lead a group of spontaneous volunteers in a designated activity
- Collect, log, and preserve evidence
- Control the perimeter at the scene of a missing person
- Direct traffic around the scene of a missing person
- Develop, post, and distribute posters and fliers
- Keep logs of phone calls received
- Keep logs of donated items
- Man the command center
- Man phone banks
- Participate in the physical search, conducting line or grid searches
- Preserve found evidence
- Provide food, water, and other relief services to investigators and volunteers during long searches
- Provide logistical coordination

- Solicit and organize donations of necessary items such as supplies and food
- Provide translation
- Provide victim assistance to the family of the missing person
- Search neighborhoods: yards, garages, trash cans, cars
- Reach out to families to explain the investigation process
- Register affiliated and spontaneous volunteers as they arrive on scene

Over the course of an investigation and re-investigation of cold cases

- Answer phones in coroner or detective unit
- Collect photos and other information regarding missing persons
- Contact area hospitals, walk-in clinics, and shelters when a missing person report is received
- Contact families of missing persons to update case files
- Contact other law enforcement agencies regarding missing or unidentified persons
- Distribute flyers
- Maintain missing person files
- Man phone banks
- Talk to homeless shelter managers and residents
- Reach out to families to explain the investigation process

Activities for Volunteers with Specialized Skills

- Develop databases with unique records that can be searched during an investigation (such as hospitals, etc.)
- Design missing person flyers
- Develop and maintain a missing person Web site
- Establish and train mounted, marine, and/or K-9 volunteer units

MISSING PERSONS LEGISLATION AND POLICY

According to the U.S. Department of Justice, National Institute of Justice (NIJ), there were as many as 100,000 active missing persons cases in the United States on any given day in 2007 (Ritter 2007). “Viewed over a 20-year period, the number of missing persons can be estimated in the hundreds of thousands” (Ritter 2007). Some of these cases have drawn considerable media attention, often serving as a catalyst for change in legislation that mandates legal requirement and shapes how law enforcement responds to missing person cases. The complexity of missing person cases is mirrored in the complexity of the legislation that surrounds law enforcements’ response to those cases. The onus lies on law enforcement agencies to respond to complaints of missing persons in an appropriate manner. Therefore, it is critical that law enforcement personnel and volunteers assisting in those cases be familiar with all federal, state, and municipal legislation

pertaining to missing person cases in their area. Although not exhaustive, this section highlights major legislation affecting response to missing person cases.

Missing Children

Laws focused on missing children are the most comprehensive of all missing person legislation. For decades, international, federal, state and sometimes municipal laws have created legal requirements to respond to missing children cases. According to the National Center for Missing & Exploited Children (NCMEC) “law enforcement agencies are statutorily and ethically responsible for taking appropriate investigative action in all missing-child cases” (Smith 2005). Notable legislation pertaining to missing children is listed below.

International³ Legislation

- **The Hague Convention on the Civil Aspects of International Child Abduction** (United States signs on in 1988) This law establishes procedures to ensure the prompt return of children wrongfully removed to or retained in a country other than that of their residence.
- **International Parental Kidnapping Crime Act (1993)** This law makes it a federal crime to remove a child from the United States or retain a child who has been in the United States outside the United States with the intent to obstruct the lawful exercise of parental rights.

3 Missing child legislation found at the National Center for Missing and Exploited Children Web site www.missingkids.com. Other international legislation pertaining to missing children includes International Child Abduction Remedies Act (1988) and The Hague Convention on Protection of Children and Cooperation in Respect to Inter-country Adoption and Inter-country Adoption Act (2000).

Federal⁴ Legislation

- **Runaway and Homeless Youth Act (1974)** This act was passed as Title III of the Juvenile Justice and Delinquency Prevention Act to provide appropriations that develop programs to assist runaways outside of the juvenile justice and child welfare systems. It established funding streams to support outreach, family reunification, shelter, and transitional living programs targeted to unaccompanied youth, all in an effort to provide a basic level of support to young people regardless of the state in which they are living. It aims to prevent victimization, ensure basic safety of unaccompanied youth and ensure their access to family reunification, housing, education, employment training, health care, and other social services (FVTC 2010). The Runaway and Homeless Youth Program has since been reauthorized four times, most recently by the Reconnecting Homeless Youth Act of 2008 (Policy Archive 2010).
- **Missing Children Act (1982)** This act authorizes the Attorney General to collect and exchange information that would assist in the identification of unidentified deceased individuals and the location of missing persons, including missing children.
- **Missing Children's Assistance Act (1984)** This law directs the Administrator of the Office of Juvenile Justice and Delinquency Prevention to establish and operate a national resource center, clearinghouse and toll-free telephone line for missing children. Enactment of this mandate created the National Center for Missing & Exploited Children.
- **National Child Search Assistance Act (1990)** This act requires federal, state, and local law enforcement agencies to immediately enter information about missing children under the age of 18 into the National Crime Information Center (NCIC) database and state law enforcement database. It also establishes state reporting requirements, abolishes waiting periods before accepting missing child or unidentified person reports, and requires close liaison with NCMEC regarding missing child cases.
- **The Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act (1994)** This act requires states to form registries of offenders convicted of sexually violent offenses or offenses against children, and to develop more rigorous registration requirements for sex offenders. It prescribes a 10-year registration requirement for offenders convicted of sexually violent offenses or criminal offenses against a victim who is a minor and requires states to track sex offenders by confirming their place of residence annually for 10 years. It was enacted, along with the Child Safety Act, as part of the Violent Crime Control and Law Enforcement Act (1994). Congress amended the Wetterling Act in 1996 with "Megan's Law," which requires law enforcement agencies to release information about registered sex offenders that law enforcement deems relevant to protecting the public.

4 Missing child legislation found at the National Center for Missing & Exploited Children Web site www.missingkids.com. Other Federal legislation pertaining to missing children includes the Federal Kidnapping Act (1932), the Uniform Child Custody Jurisdiction Act (adopted by all 50 states from 1968 to 1983), Creation of Federal Bureau of Investigation's (FBI) Missing Person File (1975) and Unidentified Person File (1983), Parental Kidnapping Prevention Act (1980), the Child Abuse Prevention and Enforcement Act "Jennifer's Law" (2000), and the Trafficking Victims Protection Act.

- **Executive Order 13257 of February 13, 2002** Ordered by President George W. Bush to combat trafficking in persons, to ensure just and effective punishment of traffickers, and to protect their victims.
- **Prosecutorial Remedies and Other Tools to end the Exploitation of Children Today (PROTECT) Act (2003)** Among other things, this law:
 - Increases the base-offense level for kidnapping
 - Implements a mandatory 20-year sentence for an offender whose kidnapping victim is a non-family-member minor
 - Establishes attempt liability for international parental kidnapping
 - “Suzanne’s Law” (a provision of PROTECT) amends the National Child Search Assistance Act to require each federal, state, and local law enforcement agency to enter information about missing persons younger than 21 into NCIC
 - “AMBER Alert Provision” calls for national coordination of state and local AMBER Alert programs
 - Develops “Code ADAM” program requiring designated authorities for public buildings to establish procedure for locating a child who is missing
 - Makes the statute of limitations for crimes involving the abduction of a child the life of the child
- **Adam Walsh Child Protection and Safety Act (2006)** This law amended the National Child Search Assistance Act to mandate

law enforcement entry of information about missing and abducted children into NCIC within two hours of receipt of the report. The purpose of the law is to protect the public, in particular children, from violent sex offenders via a more comprehensive, nationalized system for registration of sex offenders.

- **Runaway, Homeless and Missing Children Protection Act (2006)** Amends both the Runaway and Homeless Youth Act and the Missing Children’s Assistance Act, extending appropriations authorized by both laws.

AMBER Alert⁵ Legislation

The America’s Missing: Broadcast Emergency Response Alert (AMBER Alert) is a voluntary partnership between law enforcement agencies, broadcasters, transportation agencies, and the wireless industry to activate an urgent bulletin in the most serious child-abduction cases. The goal of an AMBER Alert is to instantly notify the entire community to assist in the search for and the safe recovery of the child. Though much of this work has been done on the state and local level, programs are coordinated through the national AMBER Alert program. Numerous provisions of international and federal laws have contributed to the national AMBER Alert program as it currently exists. Those laws include Hague Convention, the International Child Abduction Remedies Act, the Inter-country Adoption Act of 2000, the Trafficking Victims Protection Act, the PROTECT Act, and Presidential Executive Order 13257. In addition, all 50 states and the District of Columbia have AMBER Alert laws governing use of the program.⁶

⁵ All AMBER-Alert information can be found at <http://www.amberalert.gov/index.htm> and <http://www.amber-net.org/index.htm>.

⁶ More information on AMBER Alerts can be found in Section IV of this document.

State Legislation

States and even some municipalities throughout the United States also have statutes that apply to the investigation of missing person cases, creating a maze of legislation that changes from state to state, and sometimes, city to city. For example, all 50 states as well as the District of Columbia, Puerto Rico, United States Virgin Islands, Canada, and the Netherlands have missing children clearinghouses that are required by state law. Although NCMEC acts as a liaison with each, the missing-child clearinghouses are diverse in their delivery of services because of state and territorial mandates and the variety of agencies in which they exist⁷. Each year states amend existing laws and add new ones in an effort to improve their states' response to missing children cases.

Missing Adults

Federal Legislation

Although much of the response to cases involving missing persons has focused on children, beginning in 2000, some focus turned to legislation that would address missing adult cases. The Nation's Missing Children Organization, originally established in 1994 to respond to missing children cases, soon expanded to include cases of missing adults "determined by law enforcement to be at risk due to diminished mental capacity, physical disability, and suspicion of foul play or suspicious circumstances" (NCMA). By October 2000, "Kristen's Law" which established a national clearinghouse and resources to assist with finding missing adults, was passed, and was later signed into law. This law gave legs to efforts to aggressively address cases involving missing adults. As a result, the National Center

for Missing Adults (NCMA) was created. In 2009, efforts began to push the "Kristen's Act Reauthorization Bill," which would authorize federal appropriations through 2020 for programs focused on responding to cases involving missing adults (Change.org).

In addition, proponents are currently working to get legislation passed that will leverage and expand existing technology to share information regarding missing persons. In January 2010, Acting NIJ Director Kristina Rose testified before the House Judiciary Subcommittee on Crime, Terrorism and Homeland Security to affirm support for H.R. 3695, the "Help Find the Missing Act" (a.k.a. "Billy's Law"). The legislation, which the U.S. House of Representatives passed on February 23, 2010, would authorize appropriations for NamUs (the National Missing and Unidentified Persons System), the first national free searchable web-based tool created to retain information on both missing persons and the unidentified dead. If passed, NamUs would also serve as a central, online repository for other missing persons' Web sites, state clearinghouses, contact information, legislation, and other resources from around the country (USDOJ 2010).

State Legislation

The U.S. Department of Justice is working to encourage the use of existing forensic technology, such as NCIC, CODISmp (Combined DNA Index System for Missing Persons), IAFIS (Integrated Automated Fingerprint Identification System), and ViCAP (Violent Criminal Apprehension Program) by state and local law enforcement, to assist in solving missing person cases. Model legislation

⁷ A list of all clearinghouses is provided at http://www.missingkids.com/missingkids/servlet/ServiceServlet?LanguageCountry=en_US&PageId=1421.

encouraging state and local law enforcement to collect DNA samples of unidentified remains and increase the use of Federal databases to solve missing person cases has been developed and distributed to further this effort. To date, several states have adopted legislation that addresses law enforcement's efforts to solve missing person cases. For example, California, Kansas, Nevada, New Mexico, and Texas all have laws that focus on locating missing persons and identifying human remains (Ritter 2007). By 2007, seven more states and the District of Columbia had introduced bills that use model legislation as a guide (Ritter 2007).

Missing Seniors

The most relevant recent legislation passed to help protect an increasing number of senior citizens with cognitive impairments who are lost has been to establish and coordinate "Silver Alert" Programs across the United States (NASUA 2008). The programs are modeled after AMBER Alert programs and program managers are able to quickly distribute information about a missing person to the public and law enforcement so that they can be enlisted to be on the lookout for the missing person. While Amber Alert programs are targeted at distributing information about children, Silver Alert Programs focus on adults with Alzheimer's disease or other forms of dementia (NASUA 2008). Because these programs are designed to build on the existing AMBER Alert programs, their cost is often minimal (Wilkicki 2008).

Federal Legislation

The Silver Alert Communications Network National Silver Alert Act 2009 was introduced in an effort to establish a national Silver Alert communications network within the U.S. Department of Justice. The legislation would direct the Department of Justice to assign a coordinator to help communicate with state Silver Alert Programs, develop protocols and set standards, and would appropriate resources to support the program as well as provide grants to state Silver Alert Programs.

State Legislation⁸

Silver Alert Programs are established for and by states through state legislation. Currently, 28 states have passed legislation implementing Silver Alert Programs (NASUA 2010). Examples of state legislation include Arkansas House Bill 2087 signed into law in April 2009. The law establishes the Arkansas Silver Alert program administered by the Arkansas State Police in collaboration with other state law enforcement organizations and the media to notify the public of missing persons age 18 or older who are living with dementia or other cognitive impairment. In Connecticut, Substitute Senate Bill 451 established the Silver Alert Program, administered by the Department of Public Safety's Missing Child Information Clearinghouse to notify the public of missing persons 65 years of age or older and anyone 18 or over who has a mental impairment (NASUA 2010). California, Hawaii, Massachusetts, and Pennsylvania currently have pending Silver Alert legislation, and the remaining 14 states do not have Silver Alert programs (or mandating legislation) in place.

⁸ A list of Silver Alert initiatives can be found at www.nasua.org.

UTILIZING VOLUNTEERS

The potential benefits of utilizing volunteers in missing person cases cannot be overstated. Volunteers supplement and support the work of department staff, both sworn and civilian, enabling department staff to focus on the investigation at hand. Volunteers can assist in outreach to the community through missing children's events, and educate senior community members on tracking programs for missing individuals. They can participate in searches for missing persons, develop and distribute flyers, and answer tip lines. They can solicit donations of food and other materials for assistance in active search efforts for a missing person or can provide manpower in investigating cold missing person cases. All of these activities free up officers' time to allow them to attend to more pressing matters. Even if the activity a volunteer is trained to do does not translate into assisting in a missing person investigation, he or she can help maintain agency operational continuity when a large scale missing person emergency occurs.

No matter how volunteers are engaged in a law enforcement agency, when an emergency occurs, their skills must be harnessed to benefit the agency. That is why it is imperative that departments are prepared to mobilize affiliated volunteers and optimize spontaneous volunteers when necessary. Planning for the utilization of volunteers in missing person cases is the best strategy for successful deployment of the volunteer force in missing person investigations.

Planning

The basic steps in planning for utilizing volunteers in missing person cases are:

- Complete an agency and program needs assessment

- Write volunteer position descriptions
- Recruit volunteers
- Screen recruited volunteers
- Train volunteers
- Supervise and evaluate volunteers in the field
- Conduct program evaluation

Make a plan prior to a missing person investigation and search begins. It is important to designate a volunteer coordinator or director to ensure that there is one volunteer point of contact that can effectively organize volunteer efforts in missing person cases. Prior to becoming involved in a missing person case, volunteer coordinators should develop a basic plan of how to recruit, mobilize, and organize volunteers to support the effort. The plan should address:

- What tasks can affiliated and spontaneous volunteers undertake?
- Which affiliated volunteers will participate?
- Is there a previous event that can be used to leverage volunteers?
- What skills may be needed?
- What supplies may be needed?
- What training will be provided to the volunteers?
- How will volunteers be organized, screened, briefed, and debriefed?
- How in depth will background checks be?
- How will information be distributed among volunteers?
- What are possible locations for a Recovery/Command Center?
- What public safety and community partnerships will be utilized in the search in an effort to

ensure that volunteers know point(s) of contact within the department and other public safety and community agencies?

- How will extra volunteers be dealt with?

Once the investigation begins, volunteer coordinators must also decide:

- How many volunteers will be needed in the search?
- What locations or areas are to be searched and on what schedule?
- What specific instructions will be given to volunteers about the process, procedures, and parameters of the search?

Provide applicable training. Training will be critical to keeping volunteer involvement in missing person cases effective. Affiliated volunteers or specialized missing person volunteer teams can be trained in various areas of search efforts prior to being deployed during a missing person investigation. Such training may include urban or rural search techniques, understanding maps, GPS, first aid, CPR, and man tracking. For example, police volunteers in Avondale, Arizona, undergo 30 hours of training covering such topics as verbal judo or tactical communication, the public information office, radio codes and operation, impact team activities, fingerprint certification, crisis management, driving, and traffic direction. The specialized volunteers of the Sacramento County Search and Rescue Team in California, become certified in ground searches, which includes training in first aid, maps, compass, radio communications, crime scene preservation, survival skills, knots, search and recovery techniques, and helicopter safety. Field training exercises may be helpful in facilitating practical application of search skills. Training and exercises in some jurisdictions

are conducted monthly in an effort to keep training current. In some jurisdictions, training in identifying missing or walk-away persons is part of standard volunteer patrol training. For spontaneous volunteers, orientation and brief training should be conducted prior to involvement in the search.

INVOLVING VOLUNTEERS IN ACTIVE MISSING PERSON SEARCHES

Establish a recovery or command center.

Having a central location to organize and operate a missing person search will be critical to successfully utilizing volunteers in a large case. The location should be close to the law enforcement agency, have ample parking, and provide enough space to accommodate the volume of volunteers expected. In addition, it should have the technology infrastructure in place to support computers with high speed internet, dedicated phones, and fax machines for use during the search or investigation. The Recovery/Command Center should also have private rooms where sensitive information may be discussed. It could also provide the space to hold press conferences, feed volunteers, and house a bulletin board where up-to-the-minute search information may be posted.

Process and screen volunteers. When using both affiliated and spontaneous volunteers in a missing person case, it is critical that organizing and screening continues throughout the search. Ensure that the volunteer processing location provides enough space for volunteers to arrive, fill out a volunteer agreement/application⁹, undergo background checks or clearance, complete resource inventory and skills matching, undergo orientation, and follow up. In larger missing person searches, this may be a

⁹ Figure 16, page 5-23 of the *Laura Recovery Center Manual* provides a sample volunteer registration agreement.

stadium, coliseum, a high school, meeting hall, or National Guard Armory.

Applicants should be seated separately from screened and cleared volunteers. They should be provided with a description of volunteer duties, a list of eliminating factors, an application, and release of liability and an authorization to conduct a limited background check to include criminal history. Consult legal counsel about the wording for volunteer application/agreement and release forms, particularly for spontaneous volunteers. Release forms are important in order to be able to contact volunteers, be able to gather statistical information regarding the amount of support provided by volunteers, and to provide personal information on volunteers to law enforcement.¹⁰ The agreement should:

- Gather complete identification information on the volunteer (name, address, phone, email, height, weight, etc.). A copy of the volunteer's driver's license is often included.
- Capture desired volunteer duties, reason for volunteering, past experience, special skills, special resources at the disposal of the volunteer, and limiting factors.
- Inform the volunteer of any risks associated with the search.
- Release the department from liability.
- Release all rights regarding ownership of information obtained and work products generated while involved in the search.
- Inform the volunteer that they may be exposed to sensitive information.
- Document that the volunteer will not divulge sensitive information.

Once the release of liability form, application/agreement, and waiver to conduct criminal background check have been completed, background checks should be conducted on all volunteers. Affiliated volunteers will likely have already been through this process. If possible, a criminal background check should be completed on every spontaneous volunteer on-site prior to being deployed to assist in the search effort. The level of check will depend on the volunteer's assigned tasks and level of responsibility as well as exposure to sensitive information. It may also be critical that there is a system in place to identify the level of clearance an individual has when assigning tasks. The Laura Recovery Center recommends using different colored nametags for different levels of clearance¹¹.

Orientation should then be conducted for all cleared applicants. They should receive documents that describe duties, required equipment, contact information, formal orientation, and training time/location information. They should meet the officials they will be working with and should be provided with a clear and definitive list of expectations.

Document and organize volunteers during search. Team leaders (perhaps affiliated volunteers) should be assigned to each team of volunteers to maintain discipline and control among the group. All volunteers should be issued searcher identification cards or badges. Teams should always follow a predesigned operational plan. Volunteers should sign in and out each time they arrive to volunteer and lists should be kept of each volunteer, when they volunteered, and what their assigned tasks were. One organization even recommends

¹⁰ Because abductors/murderers often get involved in search efforts, this information may become extremely important to law enforcement.

¹¹ The Laura Recovery Center provides support in coordinating spontaneous volunteers. They have developed a manual that provides more detailed information on organizing volunteers for searches for missing children. Section 5.9 of The Laura Recovery Center Manual provides more information on conducting background checks.

taking group photos of volunteers once they are placed on teams or in search groups as a way to further document volunteer activity. In some cases, separate evidence collection and processing teams can be deployed by the department if evidence is found.

Utilizing Pre-screened, Affiliated Volunteers

When recruiting volunteers, agency leaders should have in mind the many ways an individual can help their agency in a missing person investigation. Some agencies then find it helpful to develop position descriptions prior to recruiting volunteers. Once those volunteers have been recruited, screened, and trained, they are of even more value to the department.

Tapping into the trained volunteers that an agency currently utilizes will extend the reach and ability of the agency to better tackle a missing person investigation. Affiliated volunteers who have spent time volunteering in other areas of the department are familiar with departmental policies, procedures, and personnel. They are able to be deployed quickly because they have already been screened and trained. They know who to contact for what and how to accomplish tasks according to department policy when assisting with cold missing person cases.

Affiliated volunteers can assist in recovery/ command center activities during active searches also. They can direct cars and pedestrian traffic to the proper locations. They can serve as the initial agency point of contact and record the necessary contact and screening information. They can explain the intake, selection, and deployment process that the agency is using to organize spontaneous volunteers. This can ease frustrations as the screening process may not

move as swiftly as spontaneous volunteers expect. Affiliated volunteers can even lead a group of spontaneous volunteers, distributing flyers, or providing relief services to first responders. Pairing a spontaneous volunteer(s) with representatives from the agency (sworn, civilian, or volunteer) will help prevent mishaps such as mishandled evidence found by a spontaneous volunteer or speaking out of turn to the media.

In addition, once a community member becomes a seasoned volunteer with the department, he or she often becomes an advocate for the department by providing a positive voice in the community for the department and even becoming the best recruitment tool. This is also true when utilizing volunteers in missing person cases. The department should utilize affiliated volunteer networks to tap into a network of resources in the community. Volunteers can reach out to organizations, businesses, and agencies that may be able to provide manpower and expertise, such as web design, printing and graphic design, as well as other resources such as food and drink. Scout troops, internet advertising agencies, retiree organizations, military installations, printing businesses, paper suppliers, fast food restaurants, transportation businesses, colleges, and universities are just some of the organizations that may be able to provide vital resources during a missing person investigation. In addition, many volunteers cite learning about volunteering from family and friends, so recruiting more volunteers may be a promising task for affiliated volunteers.

See agency profiles in Section III for examples of agencies employing the pre-trained skills of affiliated volunteers in missing person investigations.

Utilizing Spontaneous Volunteers

When an individual goes missing, word often spreads quickly through the community. Media reports facilitate awareness of the situation and spontaneous volunteers will arrive on the scene wanting to help. A number of events could trigger a response from spontaneous volunteers during a missing person investigation, including media coverage, a shortage of workers, or a need for volunteers with particular skills or special knowledge. If the community is in a large media market, on-lookers and spontaneous volunteers will arrive from as far as the local news reaches. Cases receiving national coverage may draw volunteers from even farther.

Spontaneous volunteers who respond to a missing person search are often passionate and dedicated individuals. They are valuable resources who have specific skills that can be useful to a missing person investigation. They may speak the language of the victim's family or their business may be able provide a service or tools to help in the search. They can be a force multiplier in large area searches. If an agency identifies a need for more volunteers, spontaneous volunteers can be asked to help recruit neighbors, friends, and family. If it is necessary to keep spontaneous volunteers away from the search or investigative scene, they can be asked to distribute flyers on the other side of the city or county.

Although spontaneous volunteers can provide much needed assistance in a missing person investigation, it is important to remember that their involvement opens up the department to some unique challenges. For that reason, it is important to remember that:

- They must be supervised at all times.
- Their activities must be documented.

- Their identities must be verified.
- Their backgrounds must be checked.
- They must be trained in what to do if they locate evidence, the child, or suspect.
- Poor performance is unacceptable regardless of the fact that they are volunteers.

All spontaneous volunteers should be screened prior to being assigned duties. The activity assigned to the spontaneous volunteer will depend on the amount of screening conducted. The agency should know everyone that is assisting or offering assistance at the scene of a missing person case. This may serve as important information in the event that the eventual suspect turns up at the scene to assist, as sometimes occurs in high profile missing person cases.

It is important that involvement of spontaneous volunteers is tightly controlled by agency personnel or trusted affiliated volunteers, both for the safety of the investigation and for the safety of the volunteers. Although some spontaneous volunteers may want to leave without checking out, coordinators should ensure that the check-in and check-out procedures are clearly explained in an effort to eliminate confusion. In large scale searches, such as those done for Morgan Harrington and Jessica Lunsford, there is the potential for a spontaneous volunteer to become lost themselves, particularly if the search area is heavily wooded. Pairing them with agency representatives will help to prevent this problem.

Just as detectives, law enforcement officers, firefighters, and other first responders, including affiliated volunteers on the scene will need relief and support during an extended search, so will spontaneous volunteers. It may

be expected that meals and other provisions will be provided for these individuals. Agencies may utilize the skills and connections of affiliated volunteers to coordinate with churches or local restaurants to have food donated and served. In addition, once relieved it is important to give affiliated and spontaneous volunteers the level of debriefing necessary as they are rallied back at the end of each day or shift and at the resolution of the search.

Finally, much like affiliated volunteers, spontaneous volunteers will want to know that their efforts are valued, so it is important to thank them for their hard work, and invite them back if appropriate. If treated well, some spontaneous volunteers may become valuable affiliated volunteers. Agencies should ensure that someone who understands the agency's volunteer program follows up promptly once the services of the spontaneous volunteers are no longer needed in order to determine their interest in continuing volunteer service with the department. It may be beneficial that someone representing the agency's volunteer program interact with spontaneous volunteers to get a better idea of who to recruit in the future. ■

SECTION 3 – AGENCY PROFILES

TYPES OF VOLUNTEERS

- **Affiliated:** These volunteers are attached to a recognized organization that has trained them for disaster response and has a mechanism in place to address their participation in an emergency situation.
- **Spontaneous:** These are people who volunteer in the immediate aftermath of a disaster or an emergency.
- **Unskilled:** These volunteers do not have specialized skills that could be useful to emergency management programs, but they offer their time and can be trained.
- **Professional:** These volunteers are licensed or have a specialized skill. This could include medical service providers (physicians, nurses, EMT) and mental health professionals.

USING INTERNS IN MISSING PERSON INVESTIGATIONS

Arlington County Police Department

1425 North Courthouse Road
Arlington, VA 22201

www.arlingtonva.us/Departments/Police/PoliceMain.aspx

www.policevolunteers.org/programs/index.cfm?fa=dis_pro_detail&id=178

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| • Jurisdiction Size: 26 Square Miles | • Civilian Staff: 100 |
| • Jurisdiction Population: 210,000 | • Volunteers: 25 |
| • Sworn Officers: 360 | |
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The Arlington County Police Department is leanly staffed with approximately 1.7 officers per 1,000 residents and utilizes the skills of strategically positioned volunteers to maximize their enforcement efforts. In addition to a roster of auxiliary officers who assist sworn officers with everyday duties, there is a successful intern program active in the department.

Missing persons present a unique challenge in the urban environment of Arlington County as the landscape cannot be compared to counties with a mix of urban, suburban, and rural environments—it's difficult to be truly missing in Arlington. Many of the individuals who are reported missing in the county are missing intentionally and when found, the department can do very little other than ensure the well-being of the person. The county also handles missing tourists, some of whom travel to the nation's capitol with no plans of returning home, leaving the department to balance the privacy concerns of the individual with the concerns of their family.

The department's internship program began in 2000 as a partnership with George Washington University's Forensic Science Department. The first students worked on cold-case homicides. The program has since evolved to include graduate and undergraduates from the Washington, DC metropolitan area and beyond. The interns volunteer in the criminal investigations divisions assisting each of the different units with their investigations. Interns are asked to provide service for a minimum of one semester and the department averages seven interns a semester. Some of the interns receive course credit(s) from their college/university, but many do not.

When the criminal investigations division receives a missing person report, interns are sometimes asked to put aside their current cases to assist detectives in the search. The interns maintain a database of every hospital, medical center and clinic, morgue, and shelter in the 5,546 square mile Washington metro area. When a missing person report is received, the interns divide the database among themselves and start making phone calls. The department knows that if one person had to make all of those calls it would be extremely time consuming. However, four to five interns can often complete the list in one afternoon. As they call each facility, interns also update the contact information as there is constant turnover in some of

the facilities. Interns discovered a Web site that lists every hospital in each jurisdiction, assisting them in keeping records up to date.

A challenge that interns occasionally encounter is a reluctance to release information. This is only natural since the contact interns are making is over the phone, not in person. However, interns ask polar questions, allowing facilities such as hospitals and shelters to feel comfortable providing a simple yes or no response.

In one missing person case, a mentally ill woman from another state was reported missing in the county. Police officers made contact with her and found her to be on her medication and lucid. The missing person report was closed as solved. Shortly thereafter, the woman went off her medication and a new missing person report was issued. An intern was able to help narrow the search when a hospital had reported her discharge within the last hour.

TRAINING VOLUNTEERS TO ASSIST IN MISSING PERSON SEARCHES

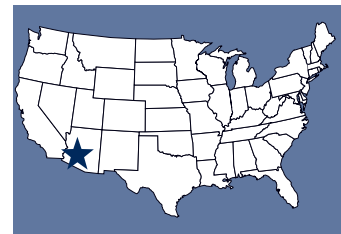
Avondale Police Department

11485 W. Civic Center Drive
Avondale, AZ 85323

www.avondale.org

www.policevolunteers.org/programs/index.cfm?fa=dis_pro_detail&id=667

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| • Jurisdiction size: 41 square miles | • Civilian Staff: 64 |
| • Jurisdiction population: 82,000 | • Volunteers: 35 |
| • Sworn Officers: 116 | |
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Avondale is one of 33 incorporated cities that make up the Phoenix metropolitan area in central Arizona. The metro area is the second fastest growing locality in the nation and all of the police departments in the area are expanding to respond to this growth.

The Avondale Police Department offers 26 different opportunities for citizens to become involved including: animal control, crime analysis, criminal investigation, community services, patrol, court, records, Southwest Family Advocacy Center, property and evidence, K-9, pet partner teams, administrative, command van, and internships. Each area of opportunity requires an orientation to the volunteer program and then activity-specific training. Volunteers can be involved in a variety of activities, such as participating in the always on-call Impact Team and in patrol or community services.

Volunteers on the Impact Team are on-call 24 hours a day, seven days a week to help in missing person searches. Their families and their employers have agreed that they will be accommodating when the department phone tree is activated. When notified, volunteers must report to the station within 30 minutes and then are given specific instructions on where and who to report to. Volunteers are trained in a variety of areas to develop skills so that when they report on site, they are trusted to handle a range of responsibilities. Over the course of 30 hours volunteers are trained in verbal judo, the public information office, radio codes and operation, impact team activities, fingerprint certification, crisis management, driving, traffic direction, and command van driving, all of which are critical to volunteers assisting in a missing person search.

Avondale's public information officer spends time with volunteers to educate them on the department's media policy, including who in the department is authorized to speak with media representatives. Volunteers understand what they can and cannot say and are taught how to respond to an agitated or upset resident. These skills are important as volunteers are often used to protect the outer perimeter of a scene and will be the first representative that a resident or member of the media may encounter on arrival. The department's assistant chief instructs volunteers in verbal judo, including how to verbally de-escalate a situation. They are given tools to identify potential agitators and are also given appropriate responses for

when dealing with the public. This training allows the department to trust the volunteers to be community ambassadors and educators as they volunteer for the city of Avondale.

The department's evidence technician teaches volunteers how to take fingerprints. Technicians may enlist volunteers in collecting, logging, and preserving evidence in a missing person case. The victim service supervisor educates them on dealing with a crisis. They cover what to expect on a missing person scene. Department protocol and the volunteers' responsibility on a missing person scene are covered. Volunteers also learn how to deal with victims, how to recognize signs of stress, and resources available to further assist volunteers. Detectives teach the impact team training which covers the call-out process and the procedure when volunteers report on scene. Volunteers are taught how to conduct a grid search for missing persons or for evidence and other procedures for search for missing persons. Volunteers also receive training in radio operation, classroom and practical training in driving and basic traffic direction, practical command van driver's training, and state required terminal operator certification training. All of this training is required for volunteers to participate in any field service activity. Annual review training sessions are conducted to review skills.

The Impact Team was called out late one evening after a female toddler was reported missing by a family member. Volunteers assembled and were deployed within 45 minutes of the call. Volunteers were in charge of bringing the department's emergency command vehicle to the scene. Once on the scene, volunteers were paired up to search. They went house by house knocking on doors, checking yards, garages, and trash cans. The volunteers covered an entire neighborhood. In the end, the department learned that the child was taken by a family member out of the community, but volunteers used the skills they learned to implement a proper search.

ABDUCTED CHILDREN

- According to the National Center for Missing & Exploited Children's 2008 Annual Report:
 - 800,000 children are reported missing every year in the United States—which equates to 2,000 children every day. Of that number, an estimated 200,000 are abducted by family members; 58,000 by nonfamily members, for whom the primary motive is sexual; and 115 represent the most serious cases in which the child is abducted by a stranger and killed, held for ransom, or taken with the intention to keep.
 - Most abduction attempts occur after school between the hours of 2:00 PM and 7:00 PM.
 - Almost half of nonfamily abduction attempts happen when a child is walking to or from school or a school related activity.
 - Most of the children affected by attempted abductions are young girls (74 percent) between the ages of 10 and 14.
- Child safety educational programs are effective:
 - Children escape attempted abductions 84 percent of the time through their own actions;
 - 36 percent actively resist by yelling, kicking, pulling away, running away, or attracting attention; and
 - 48 percent recognize something is not right and respond by walking or running away.

VOLUNTEER UNITS ASSISTING IN MISSING PERSON SEARCHES IN MANY WAYS

Delray Beach Police Department

300 West Atlantic Avenue
Delray Beach, FL 33444

www.mydelraybeach.com/Delray/Departments/Police/default.htm
www.policevolunteers.org/programs/index.cfm?fa=dis_pro_detail&id=1139

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| • Jurisdiction Size: 15.89 Square Miles | • Civilian Staff: 70 |
| • Jurisdiction Population: 65,000 | • Volunteers: 350 |
| • Sworn Officers: 150 | |
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The Delray Beach Police Department serves a community of 65,000 people living on the east coast of Florida, where the population increases to 95,000 people during the winter months. Started in 1981, the Delray Beach Volunteer Program provides 350 volunteers to the department in 14 different units.

A variety of volunteer units can assist when individuals go missing. The department uses volunteers in marine patrols that are helpful when searching canals for missing persons. The volunteer disaster response team, while trained for hurricane response, can provide relief on long missing person searches by providing refreshments or assisting in searching. Volunteer Citizen Observer Patrols are organized by neighborhood, and patrol their assigned area in pairs. They serve as extra eyes and ears for the department. When an individual is reported missing, the volunteer captain calls out the Citizen Observer Patrol for the neighborhood of the missing individual to begin the search. If the missing person is an Alzheimer's or dementia-related disorder patient, it is highly likely that the volunteers are familiar with this person and their habits.

The department is also in the final stages of establishing Project Lifesaver for residents, which uses a radio signal in a transponder bracelet on Alzheimer's or patients with other dementia-related disorders. When an individual wearing the bracelet is reported missing, transceivers are activated to help locate the patient. Project Lifesaver uses technology supported by LoJack, and while Delray Beach Police cruisers are equipped with LoJack transceivers, they receive a different signal than Project Lifesaver. The department is currently working with LoJack so that cruisers receive both signals, which will increase the response time by allowing officers to respond immediately without returning to the department to retrieve a transponder. Once the program is established, a plan will be implemented to involve Delray Beach Police volunteers. The county sheriff also uses Project Lifesaver. With other departments using the system, response and search capabilities are increased.

A local not-for-profit organization established an Alzheimer's Care Center in the city, modeled after an adult day care with a specific focus on individuals suffering from Alzheimer's and dementia-related disorders. With more than a quarter of the permanent population over the age of 62, Delray Beach has a disproportionate number of Alzheimer's patients compared to other communities around the country. Due to this, the police department took a proactive approach to identifying Alzheimer's patients in the

community while still respecting the patient's privacy. A few times a year department volunteers staff a table at the Care Center in an effort to collect information that will assist them in the event that one of the individuals goes missing. Individuals do not have to be a member of the Care Center to participate. Caretakers bring the patient in and provide information, such as name, age, address, blood type, and other identifying data. Volunteers collect this information and take a photo of the patient, similar to the information collected for a child identification kit. These files are updated annually and entered into a database that officers can access from their vehicles. When an individual with Alzheimer's is reported missing, officers on duty can pull up the individual's record with a picture that can aid in expediting the search.

ALZHEIMER'S DISEASE AND OTHER FORMS OF DEMENTIA

- According to the Alzheimer's Association:
 - One out of eight people over the age of 65 have Alzheimer's disease.
 - 250,000 patients are under the age of 65.
 - Approximately 60 percent of persons suffering from Alzheimer's disease or other forms of dementia will wander.
 - 95 percent will be found within a quarter-mile of home.
 - More than 7 out of 10 people with Alzheimer's or related dementia disorders live at home.
 - By 2008, 5.3 million Americans had been diagnosed with the disease and that number is expected to grow to 7.7 million by 2030.
- According to the Alzheimer's Reading Room:
 - Of those that are reported missing and found within 12 hours, 93 percent survive.
 - Of those that are reported missing and lost more than 24 hours, only 33 percent survive.
 - Of those lost more than 72 hours, only 20 percent survive.

LAS VEGAS POLICE DEPARTMENT AND NEVADA CHILD SEEKERS TEAM UP TO BRING HOME MISSING CHILDREN

Las Vegas Metropolitan Police Department

3141 Sunrise Avenue
Las Vegas, NV 89101

Nevada Child Seekers

2880 E Flamingo Road Suite D
Las Vegas, NV 89121
www.nevadachildseekers.org/

<http://www.lvmpd.com/>

http://www.policevolunteers.org/programs/index.cfm?fa=dis_pro_detail&id=789

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| • Jurisdiction Size: 8000 square miles | • Civilian Staff: 1,400 |
| • Jurisdiction Population: 2.2 million | • Volunteers: 450 |
| • Sworn Officers: 2,700 | |
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Las Vegas is a city best known for its exciting tourism opportunities, casinos, entertaining shows, and access to the Hoover Dam and the Grand Canyon. But it has also quickly become a retirement destination, making it a prime city in which to recruit volunteers. The Las Vegas Metropolitan Police Department's (LVMPD) 450 volunteers participate in everything from visitor information assistance at the McCarran International Airport to vehicle identification number etching to assisting in the investigative services division.

Detective Sergeant Peter Ferranti works in missing persons and has been using volunteers to assist in cases for 11 years. Volunteers perform casework, consolidate cold cases, make phone calls, conduct knock and talks, hand out flyers, and search in the vast desert areas. These volunteers serve as a force multiplier and help to work on the 10,400 missing person calls that come in each year. Volunteers are also used in Alzheimer's searches and work closely with Nevada Child Seekers, an organization started in 1985 by business and community leaders to address the plight of missing children.

More than 8,000 children are reported missing each year in Nevada. Nevada Child Seekers advocate for and engage in prevention, identification, and location efforts on behalf of missing and exploited children. A variety of volunteer opportunities are available through Nevada Child Seekers, including Emergency Volunteer Searchforce and education outreach. Volunteers receive extensive training several times throughout the year. Volunteers from the Las Vegas Police Department assist Nevada Child Seekers with fingerprinting kids, facilitating school education programs and community events, and participating in the Emergency Volunteer Searchforce.

There are guidelines in place prior to when the search groups are called out. Volunteers are not called past 9 p.m. All volunteers are trained to participate in the Searchforce, where they learn not to disturb evidence and how to look for clues. The training also teaches the basic elements of developing leads for the detectives.

The Emergency Volunteer Searchforce was created after the murder of a young Las Vegas boy. The Searchforce has more than 200 volunteers (150 are also LVMPD volunteers) and undergo a full background check and training. One successful case involved the kidnapping of a 6-year-old boy. Volunteers were on hand quickly and handed out flyers at grocery stores and in other areas. Within days the boy was dropped off safely at a bus stop.

CITIZEN SURVEILLANCE TEAM ASSISTS IN THE EFFORT TO LOCATE MISSING JUVENILES

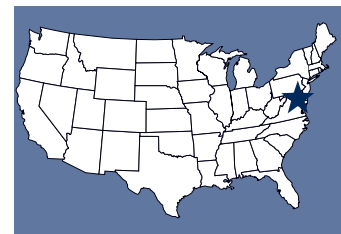
Montgomery County Police Department

2350 Research Boulevard
Rockville, MD 20850

<http://www.montgomerycountymd.gov/poltml.asp?url=/Content/POL/index.asp>

http://www.policevolunteers.org/programs/index.cfm?fa=dis_pro_detail&id=218

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| • Jurisdiction Size: 497 Square Miles | • Civilian Staff: 550 |
| • Jurisdiction Population: 950,000 | • Volunteers: 205 |
| • Sworn Officers: 1,150 | |
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The Montgomery County Police Department (MCPD) is one of the largest police departments in the state of Maryland, serving 950,000 residents in the greater Washington, DC metropolitan area.

Since the MCPD's Volunteers in Police Service program began, more than 2,000 volunteers have contributed more than 700,000 hours of service. Volunteers are involved in many aspects of the department's operations from training to district station operation to communications and missing juveniles.

The Citizen Surveillance Team (CST) is an all-volunteer team started in 2000 to add eyes and ears to the special assignment team in one MCPD district. With success it became a county-wide program. The dedicated and knowledgeable individuals in CST became useful in additional areas including crime analysis, records, fraud, fugitive find, gangs, and missing juveniles.

There are approximately 1,200 runaways a year in Montgomery County. Before CST took on runaways there were 200 unsolved cases and not enough detectives on hand. The volunteers helped to fill that void and then some. The volunteers with CST are reliable, have maturity and experience, and a strong skill set. CST volunteers review case files, find additional information, search for connections, make telephone calls, and find missing young people. Communication with the detective responsible for the missing juvenile case is essential and at any time the volunteers' information may allow the detective to take action to locate the missing juvenile and close the case. Volunteers check for additional information such as whether or not the juvenile has been committed to a facility. They contact the schools, see when the last attendance was, contact family or caretakers to see if the juvenile has returned and they forgot to notify police, and search through NCIC, the Criminal Justice Information System, and E-Justice.

According to one volunteer member of the CST, 50 percent of runaways come home within 24 to 48 hours but the Internet serves as a great resource to help locate those who don't. Volunteers use web-based search engines such as White pages.com, Mamma, ZabaSearch, Yahoo, Google, Bing, and more. With luck the missing juvenile has posted an identifying photo or video on the Web that volunteers can track down through such Web sites as photobucket.com, google.com, flickr.com, or YouTube.com. Sometimes letters

are sent to old addresses, family, and friends and the occasional response may even start a new search. Volunteers don't close cases. They do the data mining, write up reports, and go back to the lead detective to do the final work.

Initially there was some apprehension about volunteers doing this work, but once the team began to work with detectives, and began to see even the smallest of successes, everyone saw it as a win-win. It is worth noting that in the last 15 months, the four members of the CST have located more than 125 juveniles. In one case they found a young woman in upstate New York who had been missing since she was 17. One of the volunteers was able to reunite the woman with her family, 15 years later.

SAC SAR USES SPECIALIZED SKILLS TO ASSIST IN MISSING PERSON CASES

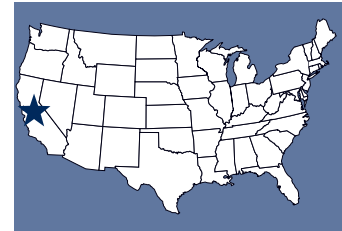
Sacramento County Sheriff's Department

711 G Street
Sacramento, CA 95814

www.sacsheriff.com

www.policevolunteers.org/programs/index.cfm?fa=dis_pro_detail&id=240

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- | | |
|--|------------------------------|
| • Jurisdiction Size: 420 Square Miles | • Civilian Staff: 250 |
| • Jurisdiction Population: 253,137 | • Volunteers: 65 |
| • Sworn Deputies: 120 | |
-



The Sacramento County Sheriff's Department offers many volunteer opportunities including the Drowning Accident Rescue Team, Sacramento Regional Medical Reserve Corps, Sacramento County Citizen Corps Council, Sacramento County Sheriff's Amateur Radio Program, and Volunteer Search and Rescue which can assist when a person goes missing in Sacramento County.

The Sacramento County Sheriff's Search and Rescue Team (Sac Sar) is an all-volunteer unit that began in 1992 by horsemen and women to use their expertise to help in the search of missing persons. Sac Sar is a non-profit organization working in partnership with the Sheriff's Department. More than 70 volunteers donate their time and expertise in mounted searches, ground searches, and K-9 searches.

All Sac Sar volunteers must first become certified in ground searches. As a part of that certification, volunteers receive training in CPR, first aid, map, compass, GPS, man tracking, radio communications, crime scene preservation, survival skills, knots, low angle, recovery techniques, search techniques, helicopter safety, and a physical fitness standard. Sac Sar basic ground search certification also includes an overnight survival exercise in which volunteers must provide their own equipment and demonstrate their ability to improvise under harsh conditions. On average, it takes one year for a volunteer to become ground search certified. The county provides experienced trainers and Sac Sar uses exercises to allow volunteers to use what they have learned to earn their certification. Once volunteers are certified in ground searches, they can work to qualify with their horse or K-9 if they choose. Sac Sar members will be able to soon qualify with their ATV as plans for this are currently in development. Volunteers maintain their training by attending monthly training meetings. Sac Sar teams are often deployed as a mutual aid resource to assist other counties in the region search for missing persons.

Recently, Sac Sar was deployed after a 92-year-old Alzheimer's patient went missing for several hours before it was noticed by family. As often happens, the family searched for hours before reporting their loved one missing. Sac Sar was deployed along with Sheriff's Deputies to begin the search. As per standard protocol, the Sac Sar team established a command post and developed a search plan. Sac Sar team members checked in and received assignments based on their capability. Once deployed, the team was given an area to search and reported any findings back to the command post. Sac Sar ground-certified volunteers found the man very quickly within feet of a river's bank. The man had fallen on a log near the river and was missing for about 24 hours when found. After a short hospital stay for observation, he was returned home safely to his family.

VOLUNTEER MISSING AND UNIDENTIFIED PERSONS SYSTEM COORDINATOR

Santa Cruz County Sheriff's Office

701 Ocean Street, Room 340
Santa Cruz, CA 95060

www.scsheriff.com

www.policevolunteers.org/programs/index.cfm?fa=dis_pro_detail&id=3215

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- | | |
|--|------------------------------|
| • Jurisdiction Size: 994 Square Miles | • Civilian Staff: 340 |
| • Jurisdiction Population: 1,394,154 | • Volunteers: 900 |
| • Sworn Deputies: approximately 1,300 | |
-



Santa Cruz County is located about one hour south of San Francisco on the Monterey Bay. The Sheriff's Office jurisdiction encompasses over half of the county's population. The coastal resort towns can draw up to two million visitors annually. The mountains that separate the coast from San Jose are also a popular place for visitors.

The Sheriff's Office has a cadre of volunteers that participate in everything from air squadrons to citizen patrols to administration. In addition, the Sheriff's Office has a volunteer who is responsible for coordinating the cold case homicide files and a volunteer who is responsible for coordinating the missing and unidentified persons system and files. Occasionally the cases these two volunteers work on overlap for obvious reasons, but each is tasked with reviewing case files to determine if there is reason for detectives to further investigate these cold cases. What the volunteers uncover in each case will dictate the course of their work.

The volunteer missing and unidentified person system coordinator is a member of the coroners division, reports to the sergeant in charge, and supports the sergeant and two detectives in the division. The volunteer answers the phone for the division and can give general procedural information about the coroner's office. He additionally speaks to family members of missing persons regarding their cases. The sheriff's office averages 100 phone calls a day regarding missing persons. The volunteer collects photographs and other information on missing person cases and maintains the departments missing persons files.

Each missing or unidentified person has a binder in the coroner's office and the volunteer developed a system to identify the status of each case just by looking at the color-coded stickers on each binder's spine. The volunteer contacts local, state, and federal agencies regarding Santa Cruz County's missing and unidentified persons; and other agencies contact him for similar information. He also conducts follow-up on missing and unidentified person cases. Often a missing person makes contact with their family or returns home and law enforcement is not always notified. The volunteer works to locate these "missing" individuals and remove their cases from the system by speaking to parents, friends, and schools. Since June 2010, the volunteer has been collecting information, like DNA, from unidentified bodies in the sheriff's office morgue so it can be analyzed and entered into the system.

The volunteer is a retired attorney and a local businessman who is able to donate 20 to 30 hours a week, mostly mornings and weekends. He is eager to learn and sends himself to state and national trainings. The sheriff's office considers him an invaluable addition to the coroners division.

Santa Cruz County is also a popular surfing destination where many surfers enter the water by jumping off seaside cliffs. Most surfers do not carry identification in their wetsuits. The mountains that separate the Santa Cruz coast from San Jose are also an easy place to go missing. Unsolved missing persons and unidentified persons cases date back to the mid-1960s. The sheriff's office has cleared more than 100 missing persons and one unidentified body case since this volunteer began in 2008.

While sorting through the old unidentified persons files, in one particular case the volunteer found the only identifying information left was a photocopy of a fingerprint card from post mortem fingerprints taken in 1981. The volunteer turned it over to the sheriff's office latent fingerprint expert who was able to examine the prints and resubmit them to the FBI database. It was found that a man was reported missing in Ukiah, California in February 1981. He was then arrested in Alameda County, California, in May of that year. His fingerprints were taken, but due to false information given, were not submitted to the FBI right away. His missing person report was subsequently closed; however, the man's parents were never notified. In June of that year his body washed up on the shores of Santa Cruz County and detectives found clothes and keys but no identification at the top of the cliff overlooking the beach. They exhausted their efforts and technology at the time to identify the man, but did not get a hit on the fingerprints from the FBI because of the delay of submission by Alameda County. The case was closed and he was classified as an unidentified body. Once the volunteer began examining this cold case, and the latent print examiner resubmitted the fingerprints, the database made a hit on the fingerprints. The volunteer and a detective drove to Ukiah and spoke with the man's family, and closed an unidentified body cold case after 27 years. ■

UNIDENTIFIED BODIES AND UNSOLVED MISSING PERSONS

- According to the National Missing and Unidentified Persons System (NamUs), it has been estimated that there are approximately 40,000 unidentified human remains in the offices of the nation's medical examiners and coroners or these remains were buried or cremated before being identified.
- As of 2004, more than half of the nation's medical examiners' offices had no policy for retaining records—such as x-rays, DNA, or fingerprints—on unidentified human decedents.
- In June 2007, the statistics confirmed that, in a typical year, medical examiners and coroners handle approximately 4,400 unidentified human decedent cases, 1,000 of which remain unidentified after one year.
- As of May 2010 the NamUs Missing Persons system contained:
 - 3,770 total cases
 - 88.75 percent are open cases
 - 11.24 percent are closed cases
 - 4.48 percent are NamUs aided closed cases
- As of May 2010, the NamUs Unidentified Persons system contained:
 - 6,584 total cases
 - 96.09 percent are open cases
 - 3.90 percent are closed cases
 - 5.83 percent are NamUs aided closed cases

SECTION 4 – MISSING PERSONS ASSISTANCE AND RESOURCES

PARTNERS AND PROGRAMS

AMBER ALERT

Office of Justice Programs
U.S. Department of Justice
810 Seventh Street, NW
Washington, DC 20531
<http://www.amberalert.gov/index.htm>
For assistance in your local area, visit http://www.amberalert.gov/state_contacts.htm.

The AMBER Alert System began in 1996 when Dallas-Fort Worth broadcasters teamed with local police to develop an early warning system to help find abducted children. AMBER stands for America's Missing: Broadcast Emergency Response and was created as a legacy to 9-year-old Amber Hagerman, who was kidnapped while riding her bicycle in Arlington, TX, and then brutally murdered. Other states and communities soon set up their own AMBER plans as the idea was adopted across the nation.

Each state AMBER Alert plan has its own criteria for issuing AMBER Alerts. The PROTECT Act, passed in 2003, which established the role of AMBER Alert Coordinator within the Department of Justice, calls for DOJ to issue minimum standards or guidelines for AMBER Alerts that states can adopt voluntarily. DOJ's guidance on criteria for issuing AMBER Alerts is:

- Law enforcement must confirm that an abduction has taken place
- The child is at risk of serious injury or death
- There is sufficient descriptive information of child, captor, or captor's vehicle to issue an alert
- The child must be 17 years old or younger

- It is recommended that immediate entry of AMBER Alert data be entered in the FBI's National Crime Information Center. Text information describing the circumstances surrounding the abduction of the child should be entered, and the case flagged as Child Abduction.

Most state's guidelines adhere closely to DOJ's recommended guidelines.

AMBER Alert: Best Practices Guide for Public Information Officers

This publication describes the public information officer's (PIO's) job responsibilities and provides tips to maximize the PIO's effectiveness before, during, and after an AMBER Alert activation.

<http://ncjrs.gov/pdffiles1/ojjdp/212703.pdf>

U.S. Department of Justice Recommended AMBER Alert Criteria

This pocket-sized publication is a quick reference guide for officers on AMBER Alert Criteria.

<http://www.ncjrs.gov/html/ojjdp/amberalert/PocketCard.pdf>

ALZHEIMER'S ASSOCIATION

225 North Michigan Avenue
Floor 17
Chicago, IL 60601-7633
312-335-8700

<http://www.alz.org/index.asp>
For assistance in your local area, visit <http://www.alz.org/apps/findus.asp>.

The Alzheimer's Association is the leading voluntary health organization in Alzheimer care, support, and research.

Approaching Alzheimer's: Make Your First Response the Right Response

The Alzheimer's Association has created a training module for first responders. This three-hour training module can be presented in person by a representative from a local Alzheimer's Association chapter at one time or broken into 15-minute segments for roll-call training. The training covers wandering, driving, firearms, and shoplifting; abuse and neglect; and disaster response. Local chapters can also provide a training DVD if a facilitated training is not possible.

For more information, visit http://www.alz.org/safetycenter/we_can_help_first_responders.asp.

ASSOCIATION OF MISSING AND EXPLOITED CHILDREN'S ORGANIZATIONS (AMECO)

P.O. Box 320338
Alexandria, VA 22320
703-838-8379
877-263-2620

<http://www.amecoinc.org/>
For assistance in your local area, visit <http://www.lrcf.net/adb-ro/services/>

Founded in 1994, AMECO is an association of missing and exploited children's organizations in the United States and Canada. AMECO is dedicated to serving the cause of missing and exploited children, their families, and the community at large. AMECO members offer assistance to parents and families, whether the child was taken by a family member, by a stranger, or ran away. AMECO members will also assist if an adult is missing.

AMECO organizations receive much support from the communities they serve. Services to bring a child home are provided by AMECO members at no charge. AMECO members work on case management for missing children and adults, child identification, volunteer searches,

education, public awareness, advocacy, and protection of children from commercial sex trade and Internet abuse.

AMECO Member Resources and Tools

Texas Center for the Missing

P.O. Box 420148
Houston, TX 77242-0148
713-599-0235
<http://www.tcftm.org/>

The Texas Center for Missing is an AMECO Member that provides:

- Texas Commission on Law Enforcement Officer Standards and Education Certified training classes
- National Association of Search and Rescue certified classes
- Law Enforcement Missing Persons Resource Kit with training

Project Jason

P.O. Box 3035
Omaha, NE 68103
402-932-0095
<http://www.projectjason.org/index.shtml>

Project Jason is a 501(c) 3 nonprofit organization focusing on case assessment, resources, and support for families of the missing. Project Jason is not an investigative agency, nor do they perform searches.

Aging Persons with Alzheimer's and Dementia Increase Missing Person Statistics

This article highlights the rate at which missing adults with Alzheimer's and dementia are included in general missing person statistics and is available on Project Jason's Web site. Six in 10 people with Alzheimer's disease will wander. Many people cannot even remember their name or address. They may become disoriented and lost, even in their own

neighborhood. Wandering is among the biggest challenges caregivers face.

<http://www.projectjason.org/downloads/MissingElderly.pdf>

Project Jason Personal ID Kit

This free downloadable kit contains a list of first steps to take in the event your loved one is missing. It also contains valuable information that law enforcement needs. The kit should be printed on heavier stock paper, kept in a safe place, and updated at least every six to 12 months. Law enforcement agencies can provide parents with personal ID kits at safety fairs and presentations.

<http://www.projectjason.org/education.shtml#idkit>

Project Jason also provides personal ID kits in Spanish.

<http://projectjason.org/downloads/PersonalIdentificaciondelJasondelProyecto.pdf>

Jacob Wetterling Resource Center

2314 University Avenue West
Suite 14
Saint Paul, MN 55114
651-714-4673
1-800-325-HOPE
<http://www.jwrc.org/Default.aspx>

The Jacob Wetterling Resource Center (JWRC) supports law enforcement by providing information and resources on issues related to missing and exploited children, specifically sex offender notification. JWRC also provides resources to government representatives as they develop legislation and policies that keep communities safe.

The Laura Recovery Center

906 Anna Lane
Friendswood, TX 77546
281-482-LRCF
1-866-898-5723
<http://www.lrcf.org>

The Laura Recovery Center exists to prevent abductions and runaways and to recover missing children by fostering a Triangle of Trust among law enforcement, community, and a missing child's family. They work to educate, assist in searches, and aid in prevention of missing children cases.

The Laura Recovery Center Manual provides detailed information on organizing and executing volunteer searches for missing persons.

<http://www.lrcf.net/LRCFoundation.org/LRCManual/index.html>

**CRIMES AGAINST CHILDREN
RESEARCH CENTER**

University of New Hampshire
20 College Road
#126 Horton Social Science Center
Durham, NH 03824
603- 862-1888
<http://www.unh.edu/ccrc/index.html>

The Crimes Against Children Research Center (CCRC) provides high quality research and statistics to the public, policymakers, law enforcement, and other child-welfare practitioners. The CCRC is concerned with research involving both the nature and impact of crimes related to child abduction, Internet crime, homicide, rape, assault, and physical and sexual abuse.

Childhood Victimization: Violence, Crime and Abuse in the Lives of Young People

This book presents a comprehensive new vision of the prevention, treatment, and study of juvenile victims. Children are the most criminally victimized segment of the population, yet research and government policy has traditionally referred to them as juvenile delinquents.

<http://www.unh.edu/ccrc/publications/index.html>

FEDERAL BUREAU OF INVESTIGATION

J. Edgar Hoover Building
935 Pennsylvania Avenue, NW
Washington, DC 20535-0001
202-324-3000
<http://www.fbi.gov/homepage.htm>

The mission of the FBI is to protect and defend the United States against terrorist and foreign intelligence threats, to uphold and enforce the criminal laws of the United States, and to provide leadership and criminal justice services to federal, state, municipal, and international agencies and partners. The FBI administers the National Crime Information Center's Missing Person File for law enforcement agencies to list missing persons in the United States who meet specific criteria.

NCIC Missing Person and Unidentified Person Statistics for 2008

The FBI's National Crime Information Center's (NCIC's) Missing Person File was implemented in 1975. Records in the Missing Person File are retained indefinitely, until the individual is located or the record is canceled by the entering agency. The Missing Person File contains records for missing who:

- have a proven physical or mental disability
- are missing under circumstances indicating that they may be in physical danger
- are missing after a catastrophe
- are missing under circumstances indicating their disappearance may not have been voluntary
- are under the age of 21 and do not meet the above criteria or
- are 21 and older and do not meet any of the above criteria but for whom there is a reasonable concern for their safety.

<http://www.fbi.gov/hq/cjisd/missingpersons2008.htm#1>

FOX VALLEY TECHNICAL COLLEGE

**Criminal Justice Division
Child Protection Training Center
1825 North Bluemound Drive
P.O. Box 2277
Appleton, WI 54912-2277
1-800-648-4966
www.fvtc.edu/childprotectctraining**

In partnership with the National Center for Missing & Exploited Children and U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention, Fox Valley Technical College (FVTC) provides training and technical assistance to state and local agencies that serve missing and exploited children. Each year FVTC trains more than 6,000 professionals in investigative techniques, interviewing strategies, comprehensive response planning, and case management. The training prepares participants to handle cases involving missing and exploited children, child abuse and neglect, and child fatalities.

Model Policy on Missing/At-Risk Adults

<http://www.projectjason.org/downloads/Model%20Policy.pdf>

LEVERAGING THE MEDIA

Utilization of an array of media in missing person cases—including newspapers, community access channels, school correspondence, community Web sites, community organizations, radio and television—can be of enormous benefit in locating a missing person.

Media exposure keeps the missing person's face in the public's mind and may very well lead to his/her recovery.

Media can be used to advertise the recruiting of volunteers prior to the missing person event.

Volunteers should know and abide by all police department policies with regard to working with the media. Volunteers should ask permission before speaking about an open missing person investigation to the media.

Keep a log/journal of all press releases, fact sheets, announcements, and related events.

When utilizing media in a missing person case:

- It is beneficial for an agency to have a unified message. That means that it is best to have one person speaking on a particular issue.
- Make the missing person "real" and memorable. Provide as many anecdotes, pictures, home movies, etc. as possible in an effort to connect with and engage the public in assisting with locating the missing person.
- Be sure to provide web addresses, phone numbers, and locations for people to go to with tips, sightings, and offers to help.

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

515 North Washington Street
Alexandria, Virginia 22314
1-800-THE-IACP
www.theiacp.org

Through a grant from the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, the Division of State Association of Chiefs of Police have developed a Missing Alzheimer's Disease Patient Initiative (MADPI) to develop tools and resources to assist law enforcement with this growing section of the population.

In partnership with the IACP National Law Enforcement Policy Center, MADPI has created a model policy and accompanying fact sheet to assist law enforcement agencies around the country in the critical and difficult task of developing and refining law enforcement policy on responding to reported missing Alzheimer's patients.

www.theiacp.org/PublicationsGuides/ModelPolicy/tabid/135/Default.aspx

NATIONAL CENTER FOR MISSING & EXPLOITED CHILDREN

Charles B. Wang International Children's Building
699 Prince Street
Alexandria, VA 22314-3175
24-hour Hotline: 1-800-THE-LOST (1-800-843-5678)
703-224-2150 <http://www.missingkids.com>

The National Center for Missing & Exploited Children offers law enforcement powerful free resources to help investigate cases of missing and sexually exploited children. In cooperation with the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention, and through the support of private sponsors,

the Center provides assistance with:

- missing children cases
- child sexual exploitation cases
- training and education
- resources

Project ALERT: Investigative Assistance and Community Outreach

Project ALERT (America's Law Enforcement Retiree Team) is a volunteer corps of approximately 170 retired federal, state, and local law enforcement sworn professionals who donate their time and expertise to the law enforcement community. Retiring after working more than 20 years in law enforcement, the average Project ALERT representative is no longer a sworn officer, but wishes to continue sharing his or her investigative expertise.

Project ALERT Representatives provide technical assistance to the requesting law enforcement agency on missing children investigations. They specialize in long-term missing children cases (cold cases) and perform a wide range of functions including case review, organization and analysis, recommending investigative strategies, assisting with case interviews, and technical meetings with law enforcement personnel to discuss additional resources. Project ALERT Representatives integrate NCMEC resources such as age progression, facial reconstruction, poster distribution, DNA protocol, search experts, and database searches into the investigations.

In an outreach capacity, Project ALERT members represent NCMEC at law enforcement conferences, provide law enforcement training, and address community awareness initiatives. These representatives are available to requesting agencies in need of

seasoned investigators, critical resources, and additional manpower to resolve recent or long term missing children cases.

For more information, visit www.missingkids.com/missingkids/servlet/ServiceServlet?LanguageCountry=en_US&PagId=180.

Missing and Abducted Children: A Law-Enforcement Guide to Case Investigation and Program Management

This guide outlines a standard of practice for law enforcement officers handling missing child cases whether runaways, throwaways, family/nonfamily abductions, or when the circumstances of the disappearance are unknown. Authored by a team of professionals it provides definitive checklists, the investigative process required for each of these types of cases, and offers a wealth of resources to assist an investigator.

Investigative Checklist for First Responders

This is a checklist of actions to be taken by law enforcement in the initial stages of a missing child case.

The guide and checklist are available to download in English and Spanish at

www.missingkids.com/missingkids/servlet/ResourceServlet?LanguageCountry=en_US&PagId=643

A Child is Missing

This handbook provides professionals with information about the needs of and ways to support the missing child's immediate family members, extended family members, friends, and others from the time the child is determined to be missing through the hours, days, weeks, and years of the absence.

http://www.missingkids.com/en_US/publications/NC172.pdf

Law Enforcement Policy and Procedures for Reports of Missing Persons

This model policy is designed to serve as a general reference that can be modified to fit the specific needs of any agency regardless of size. It shows the progression of the missing person response process from case intake through first response, case investigation, recovery, and case closure.

http://www.missingkids.com/en_US/documents/ModelPerson.pdf

Law Enforcement Policy and Procedures for Reports of Missing and Abducted Children

This model policy focuses on missing children and is designed to serve as a general reference that can be modified to fit the specific needs of any agency regardless of size. It shows the missing child response process in a logical progression, from case intake through first response, case investigation, recovery, and case closure.

http://www.missingkids.com/en_US/documents/ModelChild.pdf

PROJECT LIFESAVER INTERNATIONAL

815 Battlefield Boulevard South
Chesapeake, VA 23322
877-580-LIFE (5433)
757-546-5502

<http://www.projectlifesaver.org/>

Project Lifesaver International (PLI) helps provide rapid response to save lives and reduce potential for serious injury for adults and children who wander due to Alzheimer's, Autism, Down syndrome, dementia, and other related disorders. PLI, teaming with LoJack SafetyNet, provides equipment, training, certification, and support to law enforcement, public safety organizations, and community groups which operate the Project Lifesaver program in their communities.

NATIONAL INSTITUTE OF JUSTICE

Office of Justice Programs
U.S. Department of Justice
810 Seventh Street, NW
Washington, DC 20531
202-307-2942
<http://www.ojp.usdoj.gov/nij/>

The National Institute of Justice (NIJ) is the research, development, and evaluation agency of the U.S. Department of Justice and is dedicated to researching crime control and justice issues. NIJ provides objective, independent, evidence-based knowledge and tools to meet the challenges of crime and justice, particularly at the state and local levels.

The NIJ Journal, published several times a year, features articles to help criminal justice policymakers and practitioners stay informed about new developments. The NIJ Journal presents research-based information that can help inform policy decisions and improve understanding of the criminal justice system. Following are two recent articles related to missing persons published in the NIJ Journal.

Missing Persons and Unidentified Remains: The Nation's Silent Mass Disaster

This article discusses the overwhelming task law enforcement agencies face in identifying remains and finding missing persons. Efforts to solve missing persons cases are hindered because many cities and counties continue to bury unidentified remains without attempting to collect DNA samples. Compounding this problem is the fact that many of the nation's 17,000 law enforcement agencies don't know about their state's missing persons clearinghouse or the four Federal databases—National Crime Information Center; Combined DNA Index System for Missing Persons; Integrated Automated Fingerprint Identification System; and Violent Criminal Apprehension

Program—which can be invaluable tools in a missing person investigation.

<http://www.ncjrs.gov/pdffiles1/nij/jr000256a.pdf>

Solving Missing Persons Cases

This article discusses the creation and necessity of the National Missing and Unidentified Persons System (NamUs). The National Institute of Justice created NamUs, the first national repository for missing persons and unidentified decedent records accessible to law enforcement agencies, medical examiners, coroners and the public, has helped agencies solve cases and allowed families to find resolution. More than 2,000 missing persons cases and more than 5,000 unidentified decedent cases have already been entered into NamUs.

<http://www.ncjrs.gov/pdffiles1/nij/228382.pdf>

NATIONAL MISSING AND UNIDENTIFIED PERSONS SYSTEM

Office of Justice Programs
U.S. Department of Justice
810 7th Street, NW
Washington, DC 20531
<http://www.namus.gov/index.htm>

The National Missing and Unidentified Persons Initiative (NamUs) is the first national online repository for missing persons and unidentified dead cases. The Initiative brings together two innovative, searchable databases to provide a powerful tool for law enforcement agencies, medical examiners and coroners, victim advocates, and the general public to search for matches between missing persons and unidentified human remains records.

Fact Sheet

www.findthemissing.org/documents/NamUs_Fact_Sheet.pdf

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

Office of Justice Programs
U.S. Department of Justice
810 Seventh Street, NW
Washington, DC 20531
202-307-5911
<http://www.ojjdp.ncjrs.gov/>

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) a component of the Office of Justice Programs, U.S. Department of Justice, accomplishes its mission by supporting states, local communities, and tribal jurisdictions in their efforts to develop and implement effective programs for juveniles. OJJDP strives to strengthen the juvenile justice system's efforts to protect public safety, hold offenders accountable, and provide services that address the needs of youth and their families.

Federal Resources on Missing and Exploited Children, Fifth Edition

This directory describes the federal services, programs, publications, and training sessions that address child sexual exploitation issues, child pornography, child abduction, Internet crime, and missing children cases. The development of this directory was coordinated by the Federal Agency Task Force for Missing and Exploited Children, which was established in 1995 to serve as an advocate for children, to coordinate Federal services and resources, and to promote cooperation and collaboration.

<http://www.ncjrs.gov/pdffiles1/ojjdp/216857.pdf>

National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children: National Estimates of Missing Children: An Overview

This bulletin presents an overview of the second National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children (NISMAART-2). First in a series summarizing NISMAART-2 findings, this bulletin describes NISMAART component surveys and estimating methodology and defines the types of missing child episodes studied. The bulletin also presents national estimates for children classified as caretaker missing and those reported missing to law enforcement or other agencies, by type of episode and by child's age, gender, and race/ethnicity.

<http://www.ncjrs.gov/pdffiles1/ojjdp/196465.pdf>

In February 2010, OJJDP announced a solicitation to develop NISMAART-3. The purpose of NISMAART-3 is to support multiple research methods that will comprehensively measure the scope and nature of the nation's missing children problem and estimate the number of missing children recovered each year. This national study will include not only measuring the number of stereotypical kidnappings by strangers, but also the prevalence of familial abductions; lost, injured, or otherwise missing children; runaway; and thrownaway children.

The Crime of Family Abduction: A Child's and Parent's Perspective

This publication provides insight into the crime of family abduction from the perspective of both the child and the parent searching for their missing child.

<http://www.ncjrs.gov/pdffiles1/ojjdp/229933.pdf>

RUNAWAY AND THROWNAYAW JUVENILES

The Second National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children (NISMAART-2) defines a runaway as:

- A child who leaves home without permission and stays away overnight.
- A child 14 years old or younger (or older and mentally incompetent) who is away from home and chooses not to come home when expected to and stays away overnight.
- A child 15 years old or older who is away from home and chooses not to come home and stays away two nights.

And throwaway as:

- A child who is asked or told to leave home by a parent or other household adult, no adequate alternative care is arranged for the child by a household adult, and the child is out of the household overnight.
- A child who is away from home and is prevented from returning home by a parent or other household adult, no adequate alternative care is arranged for the child by a household adult, and the child is out of the household overnight.

NISMAART-2 reports:

- In 1999, an estimated 1,682,900 youth had a runaway/throwaway episode. Of these youth, 37 percent were missing from their caretakers and 21 percent were reported to authorities for purposes of locating them.
- Of the total runaway/throwaway youth, 71 percent could have been endangered during their runaway/throwaway episode by virtue of factors such as substance dependency, use of hard drugs, sexual or physical abuse, presence in a place where criminal activity was occurring, or extremely young age (13 years old or younger).
- Youth ages 15–17 made up two-thirds of the runaway/throwaway episodes during the study year.
- Approximately 23 percent of runaways/throwaways traveled a distance of 50 miles or more from home, and nine percent left the state in the course of an episode.
- Most runaway/throwaway youth (77 percent) were gone less than one week, and only seven percent were away more than one month.
- Nearly all of the runaway/throwaway children (1,676,200 or 99.6 percent) had returned home by the time the study data were collected. Only a fraction of a percent (6,300, or less than 0.4 percent) had not returned home.

When Your Child Is Missing: A Family Survival Guide

Written by parents and family members who have experienced the disappearance of a child, this guide contains their combined advice concerning what you can expect when your child is missing, what you can do, and where you can go for help.

<http://www.ncjrs.gov/pdffiles1/ojdp/228735.pdf>

TECHNOLOGY

AMBER Alert®: America's Missing: Broadcast Emergency Response

On January 13, 1996, Amber Hagerman of Arlington, TX, was abducted while riding her bicycle and eventually murdered. After her tragic death the AMBER (America's Missing: Broadcast Emergency Response) Alert network was created. Since the AMBER Alert program began in 1996, 495 abducted children have been found and safely recovered. Today all 50 states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands have AMBER Alert plans.

When a law enforcement agency determines that a child has been abducted and is in imminent danger, an AMBER Alert emergency message is broadcast. The broadcasts include information about the child and abductor that could lead to the child's recovery. The AMBER Alert program began in 1996 when Dallas-Fort Worth broadcasters teamed up with local police to develop an early warning system to help find abducted children.

The AMBER Alert network includes law enforcement, broadcasters, transportation officials, the wireless industry, trucking

carriers, and retail outlets. The PROTECT Act, signed into law in April 2003, statutorily established the national AMBER Alert Coordinator's role.

Since that time, AMBER Alert has made remarkable progress:

- To protect children from being transported across international borders, the U.S. Department of Justice collaborated with the Canadian provinces to expand AMBER Alert into Canada, and is working to expand AMBER Alert into the Mexican border states.
- Tribal nations¹² are working to develop their own plans tailored to their specific needs so that children in Indian country may benefit from AMBER Alert.
- Ninety eight percent of the 495 AMBER Alert recoveries have occurred since AMBER Alert became a nationally coordinated effort in 2002.
- The AMBER Alert Secondary Distribution Program (AASD)¹³ which enhances AMBER Alert activations for law enforcement and the general public, has been widely expanded to include various internet providers, outdoor digital signage systems, coordinated highway networks and public and private employers.

The AMBER Alert initiative is managed by the U.S. Department of Justice's Office of Justice Programs, with the support of the Office for Juvenile Justice and Delinquency Prevention. The initiative sponsors a wide range of activities, including local, regional, and national training conferences on topics such as investigative techniques and Child Abduction Response Teams (CART). CART is a multi-disciplinary approach to responding

to a missing or abducted child incident. It utilizes teams comprised of representatives from law enforcement, legal agencies, probation and parole, communications, victim advocates, social service agencies, and emergency management personnel to devise and implement efficient response to missing or abducted child incidents.

The mission of the national AMBER Alert program is to develop and coordinate the efforts of law enforcement, transportation, and the media to increase public participation in safely recovering abducted children through targeted education, increased communication, and effective sharing of resources. The goals of the national program are to:

- create a coordinated AMBER Alert network
- encourage compliance with national standards and best practices
- improve response to missing children through participation and awareness
- improve AMBER programs through ongoing evaluation
- improve AMBER programming through legislative research and support
- enhance use of technology
- improve AMBER data collection methods.

Project Lifesaver International

Project Lifesaver International is a nonprofit organization started in 1999 as a search and rescue group in Chesapeake, VA. The program was started to assist families and caregivers in locating loved ones who have wandered away due to Alzheimer's and related disorders such as autism and Down's syndrome. Today there are 1,000 agencies in the United States, Canada, and Australia participating in Project Lifesaver. Over the last 10 years, the organization has

¹² More information on AMBER Alert in Indian Country can be found at <http://www.ojp.usdoj.gov/newsroom/pdfs/ambertribal.pdf>.

¹³ More information on AMBER AASD can be found at <http://www.ojp.usdoj.gov/newsroom/pdfs/ambersecondarydist.pdf>.

conducted nearly 2,000 searches with a 100 percent success rate.

The program is based on state-of-the-art technology. A tracking device, programmed into an ID bracelet worn by the person afflicted by the disease, emits tracking signals that allow search and rescue teams to pinpoint his or her location. The one ounce battery-operated radio transmitter emits an automatic tracking signal every second, 24 hours a day. The signal is tracked on the ground or in the air over several miles. Each bracelet has a unique radio frequency allowing the search team to positively locate and identify the person who has wandered away from home or a care facility. Recovery times average less than 30 minutes from the time law enforcement is contacted. Members of the Project Lifesaver team receive special training where they learn how to effectively communicate with a person suffering from Alzheimer's disease, Down syndrome, and other disorders, so they are better able to assist those who are disoriented, afraid, and untrusting.

To become involved in the Project Lifesaver program, call 757-546-5502 or visit www.projectlifesaver.org. The cost of installing the program in your community, including equipment, training, and guides needed to implement the program is \$3,000.

National Missing and Unidentified Persons System (NamUs)

The National Missing and Unidentified Persons System (NamUs) is the nation's first online repository for missing persons and unidentified decedents records. Launched in 2007, NamUs fills an urgent need for a central reporting system for missing persons records and unidentified remains. NamUs consists of two databases: Missing Persons database and

Unidentified Decedents Database. These are searchable by law enforcement and the general public, allowing them to share information and work together to effectively solve cases.

The Missing Persons Database provides a national online repository to enhance reporting, investigating, and the solving of missing persons cases. New cases can be added by law enforcement, as well as the general public (cases are then confirmed by a law enforcement agency). The Unidentified Decedents Database records are entered by medical examiners and coroners and allow searches based on demographics, dental information, distinct body features, and anthropologic analysis. The two NamUs databases are fully integrated to allow simultaneous searching of the Missing Persons records against cases in the Unidentified Decedents Database to identify unidentified remains and solve missing person cases.

Missing Persons Database:

- Developed by the National Institute of Justice in partnership with the National Forensic Science Technology Center.
- Designed to improve the quality and quantity of missing persons data and to simplify reporting and management of missing persons cases for the justice community and the general public.
- Incorporates geo-mapping technology to make it easy to find local law enforcement and medical examiner/coroner offices.
- Accessed by medical examiners, victim advocates, missing person clearinghouses, coroners, law enforcement, and the general public.
- Linked to state clearinghouses, federal and state law enforcement, Attorneys General

offices, individual state legislation, and other related resources.

Unidentified Decedent Database:

- Initially developed as a public service project by the National Association of Medical Examiners and the International Association of Coroners and Medical Examiners through volunteer efforts.
- Designed to assist in the identification of deceased persons.
- Contains more than 2,400 cases.
- The database is searchable by anyone.

To learn more visit www.namUs.gov.

National Silver Alert Program

Modeled after AMBER Alert, the Silver Alert is a public notification system in which law enforcement can broadcast regional or statewide alerts for missing seniors and/or other adults with Alzheimer's or other cognitive disorders, in order to aid in their return.

Silver Alerts use commercial radio stations, television stations, and cable TV to broadcast information about missing persons. Silver Alerts also uses variable message signs on roadways to alert motorists to be on the lookout. In cases in which a missing person is believed to have gone missing on foot, Silver Alerts have used Reverse 9-1-1 or other emergency notifications systems to notify nearby residents of the neighborhood surrounding the missing person's last known location.

Activation criteria for Silver Alerts vary state to state. Some states limit Silver Alerts to persons over the age of 65, who have been medically diagnosed with Alzheimer's disease, dementia, or other mental disability. Other states expand Silver Alert to include all adults with mental or

developmental disabilities. Public information in a Silver Alert usually includes the name and description of the missing person, their vehicle, and license plate number.

Twenty-five states have Silver Alert or similar programs targeting seniors. Sixteen states have missing senior recovery programs that are formally called Silver Alert. Additionally, nine states have other programs to help locate missing seniors. Though these are not officially called Silver Alerts, the criteria is similar to existing Silver Alert programs. Eight states have missing person alert systems with broader criteria than conventional Silver Alert programs. This includes a larger category of endangered persons, regardless of age or impairment. A growing number of states are enacting laws that call for the development of the Silver Alert program.

Because the implementation of Silver Alerts varies, there are no national statistics for retrieval rates resulting from Silver Alert. However, among states that do release statistics, retrieval rates show a high level of success. For example, in 2008 in North Carolina, 128 Silver Alerts were issued. Of those, 118 seniors were safely recovered. In Florida 136 Silver Alerts were issued in the program's first year. This led to 131 safe recoveries. Nineteen of these recoveries were directly attributable to Silver Alert.

Medic Alert® + Alzheimer's Association Safe Return®

MedicAlert® + Alzheimer's Association Safe Return® is a 24-hour nationwide emergency response service for individuals with Alzheimer's or a related dementia who wander or have a medical emergency. Twenty-four hour service is provided, no matter where the person is reported missing.

Enrollment in the MedicAlert® + Alzheimer's Association Safe Return® Program includes:

- Live 24-hour Emergency Response Services. The onsite emergency response center is staffed by medically trained personnel and they communicate the affected person's vital medical information to emergency responders as required anytime, anyplace, in more than 140 languages.
- Live 24-hour Caregiver Notification Service. The Caregiver Notification Service notifies designated contacts after communications with emergency responders.
- Emergency Medical Information Record (EMIR®). EMIR is a comprehensive emergency medical information record with unlimited updates supported by trained member associates.
- Emergency Wallet Card. This card lists additional medical information and contacts.
- MedicAlert Medical ID. These IDs recognized by emergency responders around the world include personalized engraving.
- Wandering Services. Twenty-four hour care consultation is provided by counselors and caregiver notification services when a person wanders or is lost.

If an individual with Alzheimer's disease or a related dementia wanders and becomes lost, caregivers can call the emergency response line to report it. A community support network will be activated, including local Alzheimer's Association chapters and law enforcement agencies, to help reunite the missing family member or caregiver with the person who wandered. If a citizen or emergency personnel finds the member, they can call the toll-free number engraved on the member's ID and

MedicAlert + Safe Return will notify the member's emergency contacts, ensuring the person is safely returned home.

For more information visit www.medicalert.org or call 888-633-4298.

GPS Technology

The Global Positioning System, better known as GPS, technology has been around for more than 30 years. First developed by the U.S. Department of Defense as an additional navigational tool using existing satellites, it is now technology readily available to the general public. GPS devices help drivers navigate roads and help runners with their pace and their routes. Corrections, probation, and parole departments use GPS devices to track registered sex offenders' movements. GPS devices are now also locating missing persons who wander.

Companies have developed GPS units that can be worn in a backpack of a child or sown into the lining of a coat. Shoes are in development to have the GPS built into the sole of the shoe. A GPS device can also be worn as a bracelet or pager. Many technology companies are developing products, all with a similar function. Working in conjunction with a subscriber based Web site, when a person wearing a GPS device is missing, the caretaker can log on to the Web site and the technology application of the Web site will begin searching satellites via cellular towers to locate the person and the GPS unit.

While this technology is purchased by individuals, law enforcement can respond to the location and provide the necessary assistance the missing person requires. Law enforcement agencies who keep records of known wanders in their community may consider adding a note the individual's record if they wear a GPS locator device. ■

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