

# A DESCRIPTION OF THE CALIFORNIA DEPARTMENT OF JUSTICE CENTRAL INFORMATION SYSTEM ON MISSING PERSONS

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A Report to the  
California State Legislature



136667

A Study by Karen Joe

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## **EXECUTIVE SUMMARY**

Over the last several years, public concern has heightened over issues related to missing persons. Accurate information is sorely needed to understand the problems in locating missing persons and to make informed policy decisions.

The California Department of Justice maintains a central information system on missing persons, pursuant to the California Penal Code, Section 11114. Given the availability of this information system and the need to clarify the issues pertaining to missing persons, Assemblyman Norman Waters proposed legislation (Assembly Bill 2458) in 1985, to examine these data. More specifically, AB2458 requested the Attorney General to prepare and submit to the legislature by July 1988, a report summarizing the data collected in accordance with California Penal Code Section 11114, and the procedures for processing reports on missing persons. The report is to include the following elements:

- A description of the Department of Justice's system of cataloguing missing persons reports
- A summary of the data collected by the Department of Justice from law enforcement agencies on missing persons reports
- A statistical presentation of these data including the ages of the persons missing and the specific locations from which these persons have been abducted or from which they have disappeared
- Additionally, a statistical section of data comparing the characteristics of cases in which missing persons have been found, both alive and dead, with cases in which missing persons have not been located

### **Cataloguing Missing Persons Reports**

Local law enforcement agencies routinely submit to the Missing and Unidentified Deceased Persons Unit (MUPS) of the Department of Justice, the reports and dental records of missing persons (California Penal Code Section 11114) and unidentified deceased persons (California Health and Safety Code Section 10254). As a statewide information center, the Unit maintains these records of missing persons and unidentified deceased individuals in California and neighboring states until the person has been located or identified.

The Unit's primary objective is to assist law enforcement agencies in the location of missing persons and the identification of deceased persons by comparing and matching dental and physical information from available sources.

There are three main steps in maintaining reports on missing persons. First, MUPS conducts a preliminary search, comparing the physical attributes of the missing person with all unidentified deceased persons in the state. If a positive identification cannot be made, MUPS proceeds to the second step: indexing. At this point, the Unit searches state and federal automated files to obtain additional social and legal information on the missing person and to determine if the missing person has been in recent contact with any public agencies. Pertinent information is entered into the Unit's Automated Missing Persons Registry (MPR). All documents related to the case are placed in a central file and updated as new information is received. Third, when a person has been located or identified, law enforcement agencies are required to notify MUPS that the case has been cancelled. At this time, MUPS destroys all documents related to the case, returns the dental records to the investigating agency, and closes the MPR entry.

## **Analysis of Missing Persons Data Maintained at the Department of Justice**

The statistical summary required the collection of demographic and legal data on persons reported missing during a one-year period. A sample was drawn from missing persons reports filed with law enforcement agencies between September 1985 and August 1986 (n=963), and divided into two groups: those persons who have been located (n=527) and those persons who are still missing (n=436). Since reporting requirements on missing persons have been modified in recent years, data were also collected on a sample of missing persons reports filed between 1980 and 1985 (n=481). The analysis includes a total of 1,444 cases.

During the data collection process, several methodological difficulties were encountered, attesting to the problems of handling missing persons cases. These difficulties include:

- Variations in law enforcement reports
- Variations in reporting practices of district attorneys' offices
- Ambiguities in defining and classifying missing persons
- Variations in law enforcement cancellations of missing persons reports.

Four main issues related to reports on missing persons are examined:

**(1) General overview of the Department of Justice's Missing Persons File**

- Over 60 percent of the persons reported missing between 1980 and 1984 who have not been found are adults. The majority of these missing adults are males (69 percent).
- In contrast, almost 60 percent of the persons reported missing between September 1985 and August 1986 who have not been located are juveniles. The majority of these missing youth are females.

**(2) Characteristics of persons reported missing and attributes of the events leading to disappearances**

- Among the young persons reported missing to the Department of Justice, most were between the ages of 13 and 17 (92 percent) at the time of the disappearance. Females constituted 73 percent of this youth population. Slightly more than one-half of these youth were white, 26 percent were Hispanic, and 14 percent were black.
- The majority of youth reported missing were runaways (88 percent). While many of these young persons left home after a family dispute (20 percent) or to be with friends (18 percent), others wanted to escape from a residential facility (21 percent).
- At least 36 percent of these youth were known to be missing on at least one prior occasion. Accurate information on previous disappearances were missing for 34 percent of these cases.
- Three percent of the young persons reported missing were taken from their home by a non-custodial parent, 2 percent were abducted by a non-family member, and another 2 percent were believed to be missing under suspicious circumstances.

- Fifty percent of the young persons reported missing were last seen in Los Angeles County or San Diego County. The majority of these youth were last seen at home or at a residential facility (73 percent).
- Among the adults reported missing to the Department of Justice, 42 percent were under 30 years of age, 36 percent were between the ages of 30 and 49 and another 22 percent were over 49 years of age. The majority of the missing adults were white (73 percent) males (67 percent).
- Twenty-three percent of the adults were believed to have left home voluntarily to possibly escape personal or family problems, 22 percent had disappeared for reasons related to a serious physical or mental disability, and 21 percent of the adults were missing under suspicious circumstances.
- At least 10 percent of the adults were known to have been missing previously. Precise data on prior disappearances were lacking for 42 percent of the cases.
- For adults, the disappearance sites are scattered throughout the state. While 25 percent of the adults were last seen in Los Angeles county, another 11 percent had disappeared after being seen in San Francisco county. Fifty-two percent of the adults were last seen at home or at a residential facility.

(3) Aspects related to the location site of missing persons

- Complete data on the issues surrounding the location of missing persons were extremely difficult to obtain. This is due, in part, to variations in law enforcement agency cancellation practices. In addition, reporting parties often provide little, if any, information to the investigating agency once the person has been found.
- Available data indicate that the majority of persons were found alive (72 percent). The majority of these persons returned home. The elapsed time between the date of disappearance and the date of location was 253 days and 149 days (median) for juveniles and adults respectively.

(4) Characteristics distinguishing persons reported missing who have been found from persons reported missing who have not been located

- Age and missing person classification were identified as the two attributes differentiating those persons who have been located from those individuals who are still missing. The probability of being located peaks at mid-adolescence and decreases with age. Persons who were believed to be missing voluntarily were most likely to be found.

### Recommendations

Based upon the findings of this study, four recommendations are suggested to facilitate the maintenance of accurate information on missing persons and, in turn, provide law enforcement agencies with reliable investigative tools. They include:

#### **Recommendation 1**

Organization of an advisory committee to establish uniform guidelines for handling reports on missing persons including a legal definition and classification system for missing persons.

Within the last year, two legislative bills have addressed many issues related to handling reports and investigations on missing persons. Issues related to the development of standard guidelines in managing reports on missing persons have been addressed by Assembly Bill 1073 (Stirling) which became effective on January 1, 1988. Specifically, the bill mandates the Commission on Peace Officer Standards and Training (POST) to implement by July 1, 1988 a course of instruction for training law enforcement officers and law enforcement dispatchers in the handling of missing persons cases including the timeliness, priority of response and investigation of missing persons reports, and assisting of persons who make missing persons reports. Also, Senate Bill 2282 (Presley) was introduced in February 1988, and would require that the POST provide training to peace officers to enable them to more efficiently handle the tracing of missing persons and victims of violent crimes. This comprehensive legislative bill would also provide a legal definition of a missing person and several classification categories for such persons.

In addition, the Department of Justice (DOJ) has established an Advisory Group on Missing Persons to help design a study of California law enforcement agencies to determine their informational needs related to potential legislation (SB 2282) affecting the investigation of missing persons and selected violent crimes. This same Advisory Group could be used in consultation with local law enforcement to establish uniform guidelines for handling reports on missing persons.

#### **Recommendation 2**

Development of a communication link between law enforcement agencies and district attorneys' offices to facilitate the recovery of children abducted by family members and formal reporting requirements on parental abduction cases.

Senate Bill 2282 would require the reporting of parental abductions to DOJ thereby facilitating communication between peace officers and district attorneys' offices for the successful recovery of a child abducted by a noncustodial parent.

#### **Recommendation 3**

Standardization of information reported to the Department of Justice by local law enforcement agencies.

Senate Bill 2282 would also provide the basis for standardization of missing persons information reported to DOJ by local agencies and training on the missing person services provided by DOJ to line personnel and supervisors and to investigators in law enforcement agencies.

#### **Recommendation 4**

Development of a law enforcement training program for procedures in remitting and cancelling reports on missing persons.

The training courses specified in Assembly Bill 1073 and Senate Bill 2282 would make provisions for standard instruction in the remittance and cancellation of missing persons cases at both the local and state levels. In addition, by July 1989 the Missing and Unidentified Persons Unit will prepare a law enforcement procedures manual for managing missing persons reports and will include instructions on the cancellation of reports on missing persons.

## **SECTION 1: INTRODUCTION**

### **1.1 Introduction**

In recent years, public concern has risen over issues pertaining to missing persons, particularly children. This is related to a growing recognition of the vulnerability of children and older persons to violent crimes. Parent support groups and nonprofit agencies have organized to promote public awareness, developing resource centers and prevention programs. State and federal governments have passed legislation for the improvement of law enforcement procedures in processing and investigating missing person cases and have also directed additional resources for locating missing persons. Despite these changes, there is presently no comprehensive picture of the incidence, nature, and circumstances surrounding the disappearance of children and adults.

The California Department of Justice, however, maintains local law enforcement reports and dental records of persons who have been reported missing, but have not been located within 45 days (in accordance with California Penal Code Section 11114). In addition, the report is transmitted immediately if the person is under the age of 18 who is believed to be missing under suspicious circumstances, or if the person is under the age of 13 and has been missing at least 14 days. Given the availability of this central information system and the need to clarify policy makers' understanding of the missing persons problem, Assemblyman Norman Waters proposed legislation (Assembly Bill 2458), in October 1985, to examine the information collected pursuant to Section 11114 of the California Penal Code. AB2458 (Chapter 1499) specifically requested the Attorney General to prepare and submit to the legislature by July 1, 1988, a report summarizing the data collected pursuant to Section 11114 of the Penal Code and the process of cataloguing missing persons reports pursuant to subdivision (e) of the above law. This report is the result of this legislative request. Appendix 1 includes a copy of the bill and the penal code reference.

### **1.2 Background of the Missing Persons Problem**

During the past decade, the plight of missing persons, particularly young persons, has become the focus of national public attention. Recent publicity of the tragedies resulting from the abduction of young persons by strangers and non-custodial parents has created a growing public awareness and concern of the vulnerability of persons, both young and old, to violent crimes. Across the nation, parents, school personnel, law enforcement, legislators and other concerned citizens have initiated efforts to help locate missing persons.

Several private nonprofit missing children organizations have established computerized data banks on missing children, child safety programs and family resource centers. State and federal legislators have also taken steps toward addressing this problem by improving current law enforcement resources and policies.

In an effort to expand the communication network among law enforcement agencies across the nation, Congress passed the Missing Children's Act (1982), mandating the establishment of a national clearinghouse. This clearinghouse collects and maintains reports of missing persons from law enforcement agencies and parents or legal guardians of unemancipated individuals.

More recently, Congress passed the Missing Children's Assistance Act (1984), providing federal funds for the development of the National Center for Missing and Exploited Children (NCMEC). This resource center operates a toll free hotline, provides technical assistance in locating missing children to individuals and local and state agencies, and publishes materials on missing children legislation and child safety.

Thirty-nine states have established state clearinghouses on missing children to aid investigators. The majority of these information systems have been created within the last

four years. States such as Kentucky, Massachusetts, and Florida require their law enforcement agencies to transmit missing children reports to a central registry within a specified time period.

In addition to the development of central repositories on missing children, several states have enacted legislation to promote public awareness and improve existing police policies in handling missing children cases. Illinois legislation has mandated the establishment of education and prevention programs for children and the refinement of existing law enforcement reporting policies on sex crimes. Kansas statutes impose civil penalties on local law enforcement when the agency fails to make a report on a missing child.

California has also passed comprehensive legislation to address the problems of missing persons. These legislative efforts have focused particularly on the refinement of law enforcement procedures relating to missing persons. In 1985, Assembly Bill 2512 (Waters) imposed a state mandated local program requiring all "law enforcement authorities to accept missing person[s] reports on persons under 18 years of age regardless of their legal residence". During the same year, the state legislature passed Senate Bill 391 (Presley) which mandated all law enforcement authorities to accept missing persons reports, including runaways, without delay. Copies of the report must be forwarded to the agency with jurisdiction over the missing person's residence, the agency with jurisdiction over the place where the missing person was last seen, and the Department of Justice. This bill also required law enforcement or the Department of Justice to transmit reports to the National Crime Information Center (NCIC). The law enforcement agency must transmit the report within four hours if the person is under 12 years of age.

The Davis-Grisham Missing Children Act (Assembly Bill 606) was adopted in 1986 and mandated the Department of Justice's Missing and Unidentified Deceased Persons Program (MUPS) to develop a missing children's central registry, to operate a toll-free telephone hotline for the public to report information on missing children, to distribute posters and quarterly bulletins of missing children across the state, and to establish a reward program for information resulting in the recovery of a child registered with the Department of Justice.

California policy makers have also responded to other dimensions of the missing children's problem. In 1986, the passage of Senate Bill 309 (Keene) resulted in a more severe penalty for child abductions; an additional five-year sentence is attached to the prison sentence for kidnapping a child under 14 years of age.

State and federal policy makers have also recognized the need for more accurate information on the nature and extent of the missing persons problem as well as police procedures and practices in managing missing persons investigations. During the past decade, a variety of witnesses including parents, representatives of missing children organizations, law enforcement and researchers have testified at legislative hearings and have indicated that data are not available on the incidence, circumstances surrounding disappearances, or characteristics of those who are reported missing. During a U.S. Senate hearing in 1981, the Information Director of Child Find, Kristie Cole Brown, noted the absence of accurate information on missing children:

"No one really knows how many children are missing in this country. One figure occurs on a regular basis, from several independent sources: 50,000 'stranger abductions' every year. Is this too high, too small? We have no way of knowing. In addition to these 50,000, another 100,000 children are snatched by a non-custodial parent."

At the federal level, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) recently initiated a major research project composed of three target areas including the national incidence of missing children, the processing of missing children and runaway reports by law enforcement, and the reassessment of deinstitutionalization policies for status offenders including runaways.

In California, three separate legislative bills mandated research on local law enforcement practices and policies and a statistical study of persons reported missing.

A component of Senate Bill 391 (1986) required the Department of Justice to examine whether the expediency in locating missing persons would be increased by requiring local law enforcement agencies to forward their reports to state and federal agencies within a specified time frame. Based on survey responses from 117 law enforcement agencies within the state, the results of the Department of Justice study (1988) suggest that the value of alterations to existing time reporting requirements would be moderate in "decreasing the time between the report of a missing person and his/her location" and "increasing the probability of locating the missing person". In-depth interviews with 9 agencies revealed that modifications to current reporting requirements would not have a significant impact on locating the missing person.

In accordance with Assembly Concurrent Resolution 34 (1985, Assemblyman Agnos), in 1987, the Office of Criminal Justice Planning (OCJP) completed a study on police responses to missing children for the state legislature. OCJP conducted two statewide public hearings on missing children with representatives from missing children agencies and family members of victims. Their testimony focused on the inconsistencies in law enforcement response time to missing children investigations and the lack of police training in handling these cases. Suggestions were made for improving communication between police, families, and schools. In addition, OCJP examined law enforcement's classification and procedures for missing children reports based on a survey of a sample of city and county law enforcement agencies across the state. Contrary to public perceptions, the survey results suggest that law enforcement agencies do place a high priority on missing children cases. Law enforcement officials identified limited resources as the major obstacle in handling reports on missing children.

In 1985, the California legislature passed Assembly Bill 2458 requiring the Attorney General to conduct this study of data collected pursuant to Section 11114 of the Penal Code. AB2458 specifically mandated that the research report include the following components:

- A description of the Department of Justice's system of cataloguing missing person reports
- A summary of the data collected by the Department of Justice from law enforcement agencies on missing person reports
- A statistical presentation of these data including the ages of the persons missing and the specific locations from which these persons have been abducted or from which they have disappeared
- To the degree possible, the statistical section shall also include data summarizing and comparing the characteristics of cases in which missing persons have been found, both alive and dead, with cases in which missing persons have not been located

This study is intended to provide the legislature with information which would be helpful in formulating policy to deal with the problem of missing persons.

### 1.3 Overview of the Report

The remainder of the report contains the following sections:

- Section 2 provides an overview of the cataloguing system the Department of Justice has developed for maintaining missing persons reports and dental charts submitted by local law enforcement agencies. This overview provides a foundation for understanding the research design and statistical analysis components of this study.

- Section 3 summarizes the research methods employed to conduct the statistical analysis of DOJ's missing persons information system. This summary includes a discussion of the study's research design, data collection strategies, and difficulties of gathering data on missing persons.
- Section 4 presents the results of the statistical analysis with a comparison of the demographic, social and legal characteristics of those persons reported missing who have been found and those who have not been located. The analysis also examines the events leading to the missing persons report including location and reasons for disappearance.
- Section 5 reviews the major findings of the study and considers the policy issues involved in the search to find missing persons.

## SECTION 2: CATALOGUING REPORTS OF MISSING PERSONS

### 2.1 Introduction

In 1978, legislation was enacted mandating local law enforcement officials to submit to the Missing and Unidentified Deceased Persons Unit (MUPS) of the Department of Justice, the reports and dental records of missing persons (Section 11114 of the Penal Code) and unidentified deceased persons (Section 10254 of the Health and Safety Code). The Unit maintains these records of missing persons and unidentified deceased individuals in California and neighboring states, serving as a central information point. This information is maintained on manual and automated systems.

The primary function of the Unit is to assist law enforcement agencies in the location of missing persons and the identification of deceased persons by providing and matching dental and physical information from every available source.

MUPS provides a vital communication link between police departments, sheriff's departments, coroner's offices, and other law enforcement agencies in California and surrounding states. MUPS also provides a link between law enforcement agencies and the community. The Unit operates a toll-free hotline for information on missing children and publishes monthly posters and quarterly publications. This section of the report examines the process of cataloguing and maintaining records of missing persons in California.

### 2.2 Filing a Missing Persons Report

To understand how MUPS catalogues missing persons reports, it is important to briefly examine the steps leading to this centralization of information.

All California law enforcement agencies are required to accept a report on a missing person. When a call is received on a missing person, the officer records relevant information on a reporting form developed by DOJ or the local department. The initial report is taken immediately if the person is under the age of 18 or the person disappeared under suspicious circumstances (OCJP, 1987). However, law enforcement agencies do not always immediately respond to reports on adults who do not appear to be missing under suspicious circumstances. According to a study completed by Arthur Young and Company for SB 391, "about 16 percent of the [surveyed] agencies (n=117) stated that they accept an initial report on a missing adult only when he/she has been missing 24 hours or more (i.e., up to 72 hours in a few instances)" (1988:III-2).

In instances where they do not accept a report, the departments claimed that the missing person was an adult, and possibly did not want to be found. Existing laws do not prevent an adult from being "voluntarily missing". When the local police department refuses to accept a missing adult report, the reporting party typically seeks the assistance of a neighboring law enforcement agency. However, this may cause delays in the investigation.

Once the initial report is taken, each agency follows its own procedures in handling a missing persons case. There is large variation in the way departments classify, investigate and cancel these cases. For example, the OCJP study found that "departments base their criteria for classifying cases as missing or runaway on the circumstances of the case. However, some departments surveyed (53 percent) did not make a distinction, they classified all initial reports as missing" (1987:6).

## **2.3 Requirements of California Penal Code Section 11114**

Despite these local variations in handling the investigation of missing persons cases, all departments are required to follow the procedures for reporting missing persons information to the Department of Justice, established under the California Penal Code (PC) Section 11114. The statute specifies that:

- If a missing person has not been located within 45 days from the date the agency accepted the report, the investigating agency shall confer with the coroner or medical examiner prior to the preparation of a missing persons report. After consulting with the coroner or medical examiner, the investigating agency shall remit a missing persons report, the dental records, and photograph to the Department of Justice.
- If the person reported missing is under 18 years of age and disappeared under suspicious circumstances OR if the person reported missing is under 13 years of age and has been missing at least 14 days, the investigating agency shall immediately confer with the coroner or medical examiner, and submit the agency's report, including the dental records and photographs of the child to the Department of Justice within 24 hours.
- When a person reported missing has been found, the sheriff, chief of police, coroner or medical examiner, or other law enforcement authority shall report that information to the Department of Justice. After receiving that report, the department shall erase all records with respect to that person.

## **2.4 Cataloguing Reports on Missing Persons**

Once the Department of Justice receives the report, dental records and photograph of the missing person, MUPS catalogues and maintains this information until the local law enforcement agency notifies the Unit of a cancellation. There are three main steps in cataloguing a missing persons report:

- Preliminary Search
- Indexing
- Cancellation

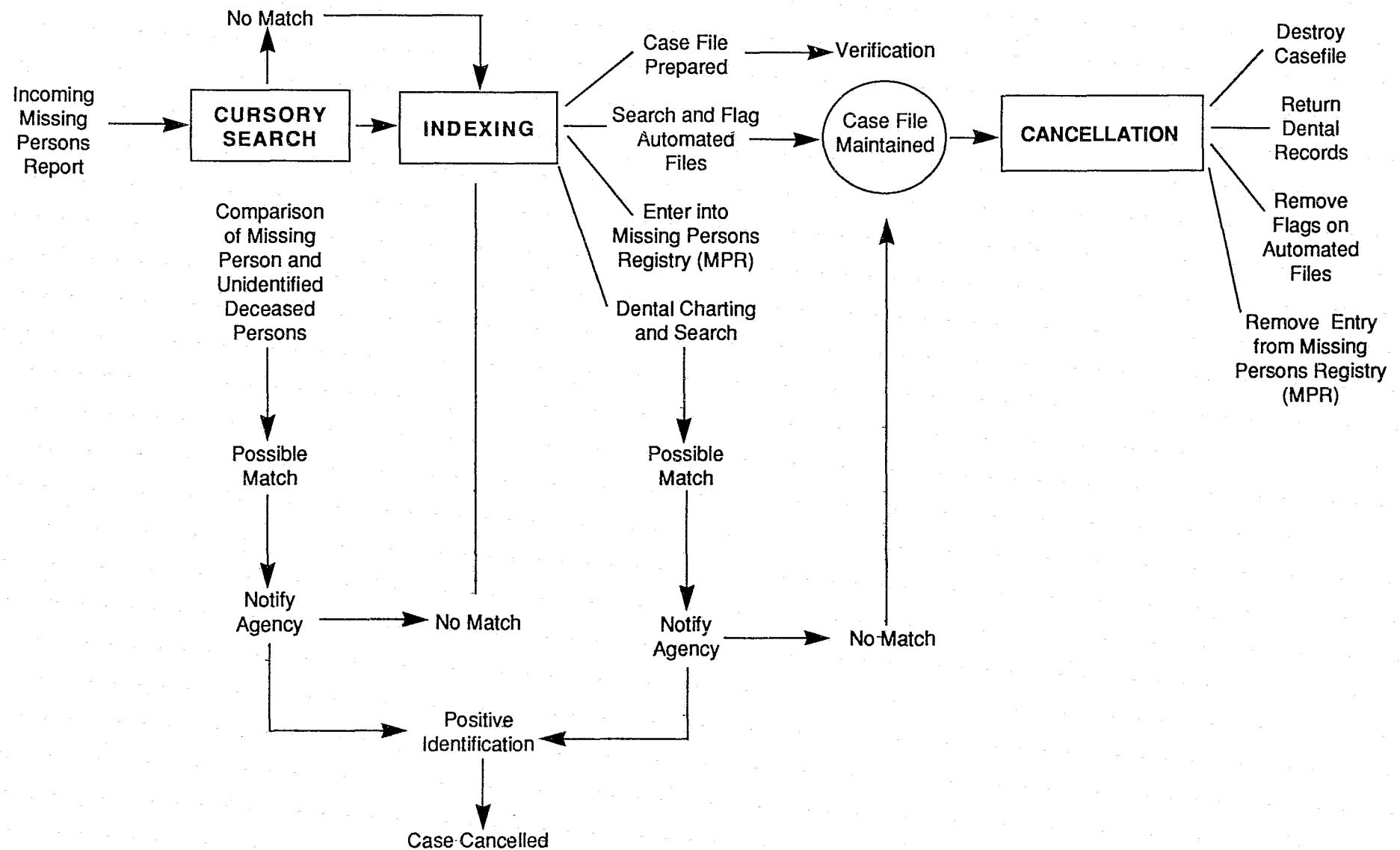
Each of these steps is described in detail below and summarized in Diagram 1.

### **2.4.1 Preliminary Search**

When MUPS receives a new missing persons report, a Criminal Identification Specialist (CIS) from the Unit attempts to make an immediate identification based on information maintained within the Unit. The intent of this preliminary search is to determine if a possible match can be made between the new missing persons case and an unidentified deceased case. To do this, the CIS compares the missing person's characteristics including sex, age, race, height, weight, location of disappearance, and date last seen with the attributes of all active unidentified deceased cases across the state. When the missing person's dental records and fingerprints are available, they are immediately classified and searched as well.

If the search results in a possible match, MUPS immediately consults with the investigating law enforcement agency and local coroner's office to determine whether a

**DIAGRAM 1**  
**CATALOGUING A MISSING PERSONS REPORT**



positive identification has been made. The case is closed if a positive identification is established.

If this preliminary investigation does not result in a possible match, the case is routed to the Unit's program technicians for indexing.

#### **2.4.2 Indexing**

Indexing is the basic record keeping function of the Unit and insures that all relevant information on the case is complete, accurate and accessible for efficient searching. This process involves four main steps.

The indexing process begins with the physical preparation of a case file. The central document of this file is the missing persons report. MUPS provides law enforcement agencies with a standard reporting form which includes a physical description of the missing person, location and date last seen. A copy of this standard form is included in Appendix 2. Agencies must submit the report in a format and in accordance with the procedures established by the Department of Justice. However, about 40 percent of California law enforcement agencies submit a copy of their own report.

In preparing this case file, a program technician reviews the report furnished by the local agency. If the agency has not completed the standard DOJ missing persons reporting form, the program technician does so at this time. As part of the quality control process, MUPS initiates telephone contact with the local agency to verify key information or clarify possible discrepancies.

The second step of the indexing process involves an intensive search of state and federal automated files to obtain additional information on the missing person and to determine if the missing person has been in recent contact with any public agencies. Computer searches are conducted on the state (CII) and federal crime (NCIC) information files which contain data on aliases, previous addresses, fingerprints, and prior arrests and convictions. The program technician also searches the automated files of the Department of Motor Vehicles. These files provide information on prior addresses, photographs, thumbprints, driver's license activity, vehicle ownership and registration, and prior traffic violations.

If a record exists on the missing person in any of these automated files, the information is entered into the case file. In addition, flags are placed on the missing person's record in these state and federal automated files so that MUPS will be notified of any future activity. MUPS notifies the investigating agency when new information is received.

The third step of the indexing process involves an examination of the missing person's dental records. If the missing person's dental records are available, a MUPS dental specialist charts the dental features and searches the dental records of unidentified deceased persons for a possible match.

The fourth step of the indexing process requires the program technician to enter the missing person's physical description, the date and location the missing person was last seen, and dental records into the Automated Missing Persons Registry (MPR). The computer file for each case is updated as new information is received. This automated database serves as a fast and reliable investigative tool, allowing MUPS to automatically search for any set of characteristics within a few minutes. An example of the information stored in MPR is included in Appendix 2.

Once the process of indexing is completed, the program technician completes a file on the missing person. The file contains all of the documents and information related to the case including the original missing persons report, law enforcement teletypes, follow-up correspondence, fingerprint card, dental record, criminal history profile, Department of Motor Vehicle information, photographs, and parental or guardian authorization for public dissemination of photographs and related information (if juvenile). A supplemental action form is also kept in the missing person's file which documents all actions the MUPS Unit has taken in the case.

This case file is maintained in a central file and is updated when MUPS receives follow-up information. New reports on unidentified deceased persons are compared with the active files on missing persons in an attempt to make a positive identification. The case file remains active until the missing person has been located or identified.

#### ***2.4.3 Cancellation***

The investigating agency is required to notify MUPS when the missing person's case has been closed. The agency typically cancels the case through a telephone contact, teletype or mail. Once MUPS receives the cancellation, the missing person's case file is pulled; all documents are destroyed and the dental records are returned to the investigating agency in accordance with California Penal Code Section 11114(e). Any flags on the automated files of the Department of Motor Vehicles or Criminal History systems are removed. Finally, the missing person's records are removed from MPR, and stored in a separate computer data base for statistical purposes only.

## **SECTION 3: RESEARCH METHODOLOGY**

### **3.1 Introduction**

Based on the specific requests of AB2458, a statistical analysis of the state's missing persons file was conducted. Three major research questions were formulated to guide the design and implementation of the statistical study:

- (1) What are the characteristics of persons reported missing to the Department of Justice?
- (2) What are the circumstances surrounding their disappearance?
- (3) What characteristics distinguish those persons who are found, alive or dead, from those persons who have not been found?

The intent of this component of the study is to provide legislators with a clear understanding of the issues involved in the search to find missing persons.

### **3.2 Research Design**

#### **3.2.1 Sampling Design and Procedures**

In order to address the above research questions, missing persons reports were needed for two primary sample groups: (1) those persons who have been located and (2) those persons who are still missing. As noted in Chapter 2, however, the records of persons who have been found are destroyed upon cancellation. In anticipation of this study, MUPS retained all missing persons reports cancelled after August 1985.

To ensure the availability of comparable data, it was necessary to draw a sample of missing persons reports filed with law enforcement agencies between September 1985 and August 1986. A sample from a 12-month period was drawn to reflect variations in reporting during different times of the year.

During this one-year period, 1,708 missing persons reports were filed and indexed at the Department of Justice. On the date the sample was drawn, September 3, 1987, 1,272 (74.5 percent) of these persons had been located. Missing persons reports had been retained for 527 (41.4 percent) of these cases and were included in the first sample group.

For proper statistical comparisons, all 436 persons who were still missing at the time the sample was drawn, were selected for the second sample group. Thus the sample size for this one-year period is 963.

MUPS retains all reports on persons who have not been located, regardless of when the report was originally filed with the investigating agency. To provide a complete picture of the active files maintained at MUPS, a third sample group was formed. For those persons who were reported missing prior to 1985 and have not been located, 100 cases were systematically drawn from each calendar year dating back to 1980.

The sampling for these five subgroups was stratified by sex and juvenile/adult status to accurately represent the contents of the MUPS file and to reflect variations in the types of cases handled by MUPS during each of these years.

Table 1 breaks down the number of missing persons cases included in each of the sample groups.

**TABLE 1**  
**Missing Persons Sample Sizes**

Persons reported missing between 9/85 and 8/86	Juvenile	Adult	Total
Located .....	412	115	527
Still missing .....	252	184	436
<b>Persons reported missing prior to 1985 and still missing</b>			
1984* .....	30	61	91
1983* .....	42	48	90
1982+.....	34	68	102
1981* .....	29	65	94
1980+.....	37	67	104
Total study population.....	836	608	1,444

\*Cases with extremely incomplete data were omitted from the analysis. Missing persons reports from 1985 onward were more complete, possibly as a result of legislative mandates and local policy changes.

+For each sample group, 5 additional cases were drawn in the event that a particular case file was not available for coding.

### **3.2.2 Data Collection**

A single data instrument was developed to collect pertinent information on the characteristics of the three groups of missing persons. Since the reporting forms of local agencies varied from city to city, the information available for analysis also fluctuated. The data instrument was designed to capture as much detail as possible. Information was gathered on personal and social attributes including sex, race, place of birth, employment status, marital status, occupation, residence, and age at the time of the disappearance. Detailed data were also collected on the events leading to the disappearance such as the date last seen, date reported missing to the police, relationship between the reporting party and the missing person, location last seen, probable destination, probable cause of disappearance, persons believed to be with the missing individual, and prior history of disappearances. A copy of the data instrument is included as Appendix 3.

### **3.2.3 Follow-Up Survey**

To fully understand data related to the location of missing persons, it is necessary to have data on the date the person was located, where the person was found, the reason for the cancellation, and the physical condition of the missing person when he/she was found. Until recently, these types of data were not consistently reported to nor maintained at MUPS. Therefore, a request for follow-up information on those persons who had been found (n=527) was made to the local agencies. 105 agencies were contacted and promptly responded to the request. However, the amount of follow-up information available varied as each local department had different policies on recording and maintaining this information. Most agencies were able to provide the date located and the physical condition of the missing person. One southern California agency which handles 25 percent of the MUPS caseload, could not provide any follow-up information as their internal policies do not require these data to be retained.

## **3.3 Issues Related to Data Collection**

Before proceeding to the statistical summary, it is crucial to understand the difficulties in collecting data on missing persons. These limitations attest to the problems of tracking and handling missing persons cases.

### **3.3.1 Variations in Law Enforcement Reports**

An important obstacle to gathering accurate information on missing persons is the large variation in record keeping practices among local law enforcement agencies. Although MUPS provides local agencies with a standard form, about 60 percent of California law enforcement agencies submit their own local agency's initial report to MUPS. The information recorded on these local department reporting forms differs widely.

The agencies which handle the highest volume of missing persons reports have the most detailed reporting forms. These reports contain demographic and social information such as ethnicity, age, place of birth, education level, and current legal status. In addition, these reports include physical descriptions, prior histories of disappearances, previous residences, places of employment or school, a description of the events leading to the disappearance, and the time and location last seen.

Unfortunately the majority of the agencies have modest reporting practices, documenting the missing person's physical attributes and the time and location last seen. The information thought to be critical to missing persons investigations are not documented such as possible reasons for disappearance, areas frequented, and addresses of close friends or

relatives. In some instances, the missing person's address is not recorded. Although some agencies do have fairly detailed reporting forms, officers frequently fail to complete many sections of the form. Smaller agencies do not even have missing persons reporting forms, and rely instead on crime reports.

The incompleteness of reporting forms and the diversity of recorded information obviously poses difficulties for understanding the nature of the missing persons problem. More importantly, it indicates that there are no statewide standard guidelines for handling missing persons cases at the local level.

### *3.3.2 Variations in Reporting Practices of District Attorneys' Offices*

In the case of missing children, the number of parental abductions may be seriously underreported to MUPS. The Department of Justice study (1988) estimated that there were 3,269 parental abduction cases statewide in 1986. Five percent of these cases were transmitted to the Department of Justice. These estimates were based on survey responses from 17 district attorneys' offices (representing 79 percent of the state's population base). The district attorney's office can accept parental kidnapping reports directly from custodial parents, bypassing the local police or sheriffs' departments. Since there has been no systemization at the local level in reporting parental kidnappings, it is difficult to determine the role police or sheriffs' departments have in parental abductions which are directly reported to the district attorney's office. Furthermore, these agencies are not required under existing laws to report these cases to MUPS and consequently, the cases may never reach the state's information center.

### *3.3.3. Difficulties in Defining and Classifying Missing Persons*

Defining and classifying missing persons is a difficult task. There are presently no standard definitions or classification categories, leaving the investigating officer with much discretion in determining whether the person voluntarily disappeared, met foul play, or, in the case of the disabled and elderly, became disoriented and wandered away from their residence. In the case of children, the task is equally difficult. How does an officer classify a young person who is reported missing for the first time, a teenager who fails to return home after school at the usual time? Is this youth considered a runaway or a victim of stranger abduction?

Although law enforcement officers are trained to probe for particular characteristics of missing persons cases, many agencies do not attempt to classify the individual into a particular missing person category. Instead, these agencies refer to all reports as missing persons and try to obtain information on prior histories of disappearances, employment or school attendance, and physical condition, thereby providing direction for the impending investigation.

The ambiguities of defining and classifying missing persons obviously make it difficult to address the incidence of persons reported missing in any particular category.

### *3.3.4 Variations in Law Enforcement Cancellations of Missing Persons Reports*

Although California Penal Code Section 11114 requires law enforcement agencies to inform MUPS when a missing person is located, some agencies do not routinely contact MUPS when a case is closed. A case may remain active in the state files for years even if the person has been located and returned home. Once a young person reaches the age of emancipation, the local agency may automatically close the case. When reports are cancelled with MUPS, most agencies do not forward the date located. At the state level,

these variations in the cancellation process make determining the length of time a person remains missing extremely difficult.

This cancellation process is further complicated when the reporting party does not notify the law enforcement agency when the person returns. Many follow-up reports indicated that cases could not be cleared because the reporting parties had disconnected phone numbers and incorrect addresses, or had recently moved with no forwarding residence information.

Law enforcement may turn to other public agencies such as the social security office or mental health office to obtain up-to-date residence information. However, this attempt is typically unsuccessful since the confidentiality policies of these agencies prevent the disclosure of such information.

In 1987, MUPS attempted to clear inactive state records and contacted all law enforcement agencies for updates on their active missing person cases. Eighty-seven percent of the agencies responded, resulting in the cancellation of 636 inactive cases, or 43 percent of the total 1,471 cases on file.

## **SECTION 4: RESEARCH RESULTS**

### **4.1 Introduction**

This chapter presents the results of the statistical analysis of the missing person reports maintained at the Department of Justice. The discussion is divided into four main sections:

- (1) General overview of the Department of Justice's Missing Persons File
- (2) Personal characteristics of missing persons and attributes of the events leading to disappearances
- (3) Aspects related to the location of missing persons
- (4) Characteristics distinguishing persons reported missing who have been located from individuals reported missing who have not been found

### **4.2 General Overview of the Department of Justice's Missing Persons File**

Table 2 provides an overview of the types of cases MUPS presently maintains. For the period 1980 to 1984, adults constitute the largest proportion of all persons reported missing to the Department of Justice who have not been located. Reports on missing adults who have not been found accounted for approximately 65 percent of all cases in each year, except 1983. The proportion of missing adult reports is slightly lower in 1983 (53 percent). Nevertheless, for all of these years, male adults are consistently the largest group of persons who are still missing (ranging from 39 percent to 47 percent).

In contrast, missing juvenile reports constitute approximately 35 percent of all active cases during these years with the exception of 1983. The majority of these reports are on female minors (ranging from 23 percent to 30 percent).

For the 1985-1986 period, this pattern stops. Nearly 60 percent of all active cases are for missing juveniles. The proportion of reports on missing female minors who have not been located doubled (44 percent). In turn, the proportion of active reports on missing adults decreased to 42 percent.

This shift may be a factor of time. That is, these persons have been missing for a relatively shorter time period than those persons reported missing between 1980 and 1984. Additionally, this transition may be related to recent modifications in reporting requirements of missing persons cases, particularly for young persons (see Chapters 2 and 3). Unfortunately, local law enforcement agencies' cancellation policies pursuant to California Penal Code Section 11114(e) prevent a direct test of this hypothesized shift in reporting practices.

### **4.3 Characteristics of Persons Reported Missing and Events Surrounding Disappearances**

#### **4.3.1 Personal Characteristics**

This section examines in greater detail the personal characteristics of persons reported missing to the Department of Justice. A statistical summary of the entire study population ( $n=1444$ ) is presented in Table 3 and highlighted below.

It is important to read these results with caution since variations in local law enforcement reporting practices resulted in missing data for many variables. For example,

**TABLE 2**  
**Trends in Reporting Missing Persons to MUPS**

Persons reported missing between Sept. 85 and Aug. 86	Female juveniles		Male juveniles		Female adults		Male adults		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Found.....	289	54.8	123	23.3	42	8.0	73	13.9	527	100.0
Still missing.....	193	44.3	59	13.5	64	14.7	120	27.5	436	100.0
Total* .....	482	50.0	182	18.9	106	11.0	193	20.0	963	100.0
<b>Persons reported missing prior to 1985 and still missing**</b>										
1984.....	21	23.0	9	10.0	19	20.8	42	46.2	91	100.0
1983.....	27	30.0	15	16.7	13	14.4	35	38.9	90	100.0
1982.....	25	24.5	9	8.8	20	19.6	48	47.0	102	100.0
1981.....	23	24.5	6	6.4	24	25.5	41	43.6	94	100.0
1980.....	30	28.8	7	6.7	21	20.2	46	44.2	104	100.0
Total.....	126	26.2	46	9.6	97	20.2	212	44.1	481	100.0

Note:Percents may not add to 100.0 because of rounding.

\*This includes all persons reported missing who were not located as of the sample selection date (September 3, 1987).

\*\*This includes a sample of the persons reported missing during these five years who were not located as of the sample selection date (September 3, 1987).

**TABLE 3**  
**Personal Characteristics of Missing Persons\***

	Juvenile (N = 836)		Adult (N = 608)		Total (N = 1,444)	
	Number	Percent	Number	Percent	Number	Percent
<b>Sex</b>						
Male.....	228	27.3	405	66.6	633	43.8
Female.....	608	72.7	203	33.4	811	56.2
<b>Race</b>						
Asian.....	44	5.3	24	3.9	68	4.7
Black.....	119	14.2	67	11.0	186	12.9
Hispanic .....	217	26.0	62	10.2	279	19.3
White .....	446	53.3	447	73.5	893	61.8
Other .....	10	1.2	8	1.3	18	1.2
<b>Age at time of disappearance</b>						
1-12.....	68	8.1	0	.0	68	4.7
13-17.....	768	91.9	0	.0	766	53.0
18-29.....	0	.0	256	42.1	256	17.7
30-39.....	0	.0	139	22.9	139	9.6
40-49.....	0	.0	80	13.2	80	5.5
50-59.....	0	.0	58	9.5	58	4.0
60 and over .....	0	.0	75	12.3	75	5.2
Not indicated .....	0	.0	0	.0	0	.0
<b>Marital status</b>						
Single .....	797	95.3	287	47.2	1,084	75.1
Married.....	4	.5	117	19.2	121	8.4
Separated or divorced.....	3	.4	51	8.4	54	3.7
Spouse deceased .....	0	.0	8	1.3	8	.6
Not indicated .....	32	3.8	145	23.8	177	12.3
<b>Occupation</b>						
White-collar.....	0	.0	18	3.0	18	1.2
Blue-collar .....	29	3.5	134	22.0	163	11.3
Student.....	550	65.8	23	3.8	573	39.7
Retired.....	0	.0	45	7.4	45	3.1
Disabled.....	3	.4	48	7.9	51	3.5
Other .....	2	.2	34	5.6	36	2.5
None.....	0	.0	91	15.0	91	6.3
Not indicated .....	252	30.1	215	35.4	467	32.3
<b>Employment status</b>						
Full-time .....	3	.4	88	14.5	91	6.3
Part-time.....	46	5.5	83	13.7	129	9.0
Unemployed.....	540	64.6	246	40.5	786	54.4
Not Indicated .....	247	29.5	191	31.4	438	30.3
<b>Residence</b>						
Independent .....	4	.5	146	24.0	150	10.4
Parent(s) .....	493	59.0	75	12.3	568	39.3
Spouse/mate.....	6	.7	128	21.1	134	9.3
Other relative.....	38	4.5	40	6.6	78	5.4
Friends.....	4	.5	47	7.7	51	3.5
Residential facility.....	197	23.6	56	9.2	253	17.5
Other .....	23	2.8	13	2.1	36	2.5
Not indicated .....	71	8.5	103	16.9	174	12.0
<b>Prior disappearance</b>						
Yes .....	301	36.0	62	10.2	363	25.1
No.....	251	30.0	289	47.5	540	37.4
Not indicated .....	284	34.0	257	42.3	540	37.4
<b>Total number of prior disappearances</b>						
None.....	251	30.0	289	47.5	540	37.4
One .....	104	12.4	20	3.3	124	8.6
Two or more.....	115	13.8	14	2.3	129	8.9
Not indicated .....	366	43.8	285	46.9	651	45.1
<b>Legal status</b>						
None.....	696	83.3	546	89.8	1,242	86.0
Pending court hearing.....	14	1.7	23	3.8	37	2.6
Probation .....	94	11.2	33	5.4	127	8.8
Other .....	29	3.5	6	1.0	35	2.4
Not indicated .....	3	.4	0	.0	3	.2

Note: Percents may not add to 100.0 because of rounding.

data on prior disappearances of the missing person were not available for 34 percent of the juveniles and 42 percent of the adults.

The major findings of the analysis of missing young persons include:

- Almost three-fourths of the adolescents reported missing to the Department of Justice were female. While whites constituted 53 percent of this population, 40 percent of these young persons were black and Hispanic. Almost all of the minors were single (95 percent) and between the ages of 13 and 17 (92 percent).
- Two-thirds of the missing minors were students. An equal proportion of these young persons were unemployed at the time of the disappearance.
- At least 30 percent of the minors' parents were separated or divorced (data not shown in Table 3). However, almost 60 percent of these youth lived with at least one parent. Slightly less than one-fourth of these minors lived in a residential facility such as a group home or shelter care center.
- Over one-third of these youth were known to have been missing previously. While 12 percent of these youth had been missing once, another 14 percent had been missing two or more times.
- Sixteen percent of the adolescents reported missing were under court supervision at the time of the disappearance. The majority of those under legal supervision were probationers (11 percent).

The statistical analysis of the personal characteristics of missing adults yield very different patterns:

- In comparison, the majority of adults reported missing to the Department of Justice were white (74 percent) males (67 percent). Slightly more than 40 percent of these adults were under 30 years of age and single. At least 40 percent of the adults were unemployed at the time of the disappearance. While 22 percent of the missing adults were in blue collar positions, 15 percent had no primary occupation.
- Approximately one-half of the missing adults resided with someone, either a spouse, relative, or friend. Slightly less than one-fourth of the adults reported missing lived alone. Even fewer adults resided in convalescent homes or board and care facilities (10 percent).
- Ten percent of the adults were known to have previously disappeared at least once.
- Ten percent of the adults were under court supervision at the time of their disappearance. While 5 percent of these persons were on probation, 4 percent of these individuals were awaiting a court hearing. In a few cases, the adult had been on parole or escaped from a correctional facility.

#### *4.3.2 Characteristics of the Events Surrounding Disappearances*

This section examines the key factors related to disappearances. These findings are presented in Tables 4 and 5. A summary of the results of the missing young persons analysis follows:

- The majority of youth reported missing to the Department of Justice were runaways (88 percent). While 20 percent of these minors had left home after a family argument, almost an equal number (18 percent) left home "to be with their friends". Slightly less than 10 percent had run away to escape personal and school problems. A few ran away from home to avoid a juvenile court hearing or detention sentence (4 percent). Nearly one-fourth of the minors had walked away from a group home, receiving center or shelter care facility.
- Three percent of these adolescents were taken from their home by a non-custodial parent. Slightly fewer numbers of youth were abducted either by a stranger or a family acquaintance (2 percent) or missing under suspicious circumstances (2 percent).
- One percent of the minors were believed to be victims of natural catastrophes (e.g. drowning, boating accident) or suicide.
- Over one-half of these missing young persons were reported to be in a normal state of mental health at the time of the disappearance (58 percent). However, a surprising number of minors were angry (17 percent) or depressed (4 percent) prior to their disappearance. Five percent of the minors were involved in drug or alcohol use around the time of the disappearance.
- Most adolescents were reported missing by a family member, representative of a shelter care center or counselor from a group home (80 percent). The reporting party indicated that the youth was last seen at home (53 percent) or at the residential facility (20 percent).
- One-half of all young persons reported missing to the Department of Justice were last seen in two southern California counties: Los Angeles (25 percent) and San Diego (25 percent). Another 8 percent were reportedly seen in Orange County just prior to the disappearance. This may be due to greater compliance by these counties to state reporting requirements.
- Law enforcement reports on missing youth were usually received within one day (median) of the date of disappearance. These reports were forwarded to the Department of Justice in 56 days (median).

The analysis of the characteristics related to the disappearance of adults provides an interesting contrast.

- Slightly less than one-fourth of all adults were believed to be missing voluntarily (23 percent). A smaller percentage were possible suicide victims (9 percent). Many of these missing adults were angry or depressed at the time of the disappearance (22 percent). These adults may have wanted to escape personal problems such as financial debts or job loss (15 percent) or to avoid a pending court hearing (3 percent). Seven percent left home after an argument with a family member.
- Twenty-one percent of the adults had disappeared under suspicious circumstances. These cases included persons who had been heavily involved in narcotic trafficking at the time of the disappearance and individuals who had been involved in a non-family dispute just prior to their disappearance. In most instances of "suspected foul play", however, the information contained on the

**TABLE 4**  
Characteristics of Disappearances

	Juvenile (N = 836)		Adult (N = 608)		Total (N = 1,444)	
	Number	Percent	Number	Percent	Number	Percent
Missing person classification						
Runaway/voluntary missing.	733	87.7	139	22.9	872	60.4
Family abduction.....	27	3.2	0	.0	27	1.9
Nonfamily abduction.....	17	2.0	2	.3	19	1.3
Suspicious circumstances ..	20	2.4	129	21.2	149	10.3
Catastrophe.....	3	.4	23	3.8	26	1.8
Suicide.....	5	.6	53	8.7	58	4.0
Disabled.....	5	.6	136	22.4	141	9.8
Other .....	2	.2	2	.3	88	6.1
Insufficient information .....	24	2.9	124	20.4	148	10.2
Reporting party						
Family member.....	528	63.2	339	55.8	867	60.0
Friend .....	12	1.4	87	14.3	99	6.9
Representative of residential facility.....	136	16.3	51	8.4	187	13.0
Other .....	83	9.9	42	6.9	125	8.7
Not indicated .....	77	9.2	89	14.6	166	11.5
Probable cause						
Family argument.....	168	20.1	42	6.9	210	14.5
Walkaway.....	173	20.7	114	18.8	287	19.9
Gain child custody.....	25	3.0	1	.2	26	1.8
Escape personal problems .	68	8.1	90	14.8	158	10.9
Join friends.....	154	18.4	14	2.3	168	11.6
Avoid court.....	36	4.3	20	3.3	56	3.9
Suspicious circumstances ..	49	5.9	124	20.4	173	12.0
Other .....	52	6.2	23	3.8	75	5.2
Insufficient information .....	111	13.3	180	29.6	291	20.2
Mental condition at time of disappearance						
Normal.....	488	58.4	253	41.6	741	51.3
Depressed .....	30	3.6	94	15.5	124	8.6
Angry.....	139	16.6	37	6.1	176	12.2
Mentally disabled .....	20	2.4	103	16.9	123	8.5
Substance involvement.....	41	4.9	57	9.4	98	6.8
Insufficient information .....	118	14.1	64	10.5	182	12.6
Missing with someone						
No.....	556	66.5	493	81.1	1,049	72.6
Legal parents.....	10	1.2	0	.0	10	.7
Noncustodial parent.....	22	2.6	0	.0	22	1.5
Other family member .....	19	2.3	22	3.6	41	2.8
Friends.....	181	21.6	37	6.1	218	15.1
Stranger.....	6	.7	8	1.3	14	1.0
Insufficient information .....	42	5.0	48	7.9	90	6.2
Location last seen						
Home.....	440	52.6	267	43.9	707	49.0
Residential facility.....	167	20.0	48	7.9	215	14.9
Friends/relatives home.....	38	4.5	46	7.6	84	5.8
School/workplace .....	43	5.1	28	4.6	71	4.9
Business.....	16	1.9	14	2.3	30	2.1
Recreational area .....	13	1.6	26	4.3	39	2.7
Entertainment.....	6	.7	17	2.8	23	1.6
Other .....	57	6.8	93	15.3	150	10.4
Insufficient information .....	56	6.7	69	11.3	125	8.7

Note: Percents may not add to 100.0 because of rounding.

**TABLE 4A**  
**Characteristics of Disappearances**

	Juvenile (N = 836)		Adult (N = 608)		Total (N = 1,444)	
	Number	Percent	Number	Percent	Number	Percent
<b>County of disappearance</b>						
Alameda.....	22	2.6	16	2.6	38	2.6
Butte.....	0	.0	1	.2	1	.1
Colusa.....	1	.1	0	.0	1	.1
Contra Costa.....	8	1.0	8	1.3	16	1.1
Del Norte.....	0	.0	1	.2	1	.1
El Dorado .....	0	.0	3	.5	3	.2
Fresno .....	36	4.3	7	1.1	43	3.0
Humboldt.....	1	.1	3	.5	4	.3
Imperial.....	1	.1	0	.0	1	.1
Inyo.....	0	.0	2	.3	2	.1
Kern.....	1	.1	4	.7	5	.3
King.....	1	.1	1	.2	2	.1
Los Angeles.....	212	25.4	151	24.8	363	25.1
Madera.....	2	.2	1	.2	3	.2
Marin.....	1	.1	12	2.0	13	.9
Mendocino.....	1	.1	6	1.0	7	.5
Merced.....	2	.2	1	.2	3	.2
Monterey.....	3	.4	5	.8	8	.6
Napa .....	3	.4	2	.3	5	.3
Orange.....	70	8.4	28	4.6	98	6.8
Placer.....	4	.5	2	.3	6	.4
Riverside.....	7	.8	13	2.1	20	1.4
Sacramento.....	57	6.8	42	6.9	99	6.9
San Bernardino.....	26	3.1	25	4.1	51	3.5
San Diego .....	207	24.8	23	3.8	230	15.9
San Francisco.....	5	.6	64	10.5	69	4.8
San Joaquin .....	6	.7	10	1.6	16	1.1
San Luis Obispo .....	0	.0	4	.7	4	.3
San Mateo.....	7	.8	13	2.1	20	1.4
Santa Barbara .....	0	.0	1	.2	1	.1
Santa Clara .....	37	4.4	21	3.5	58	4.0
Santa Cruz.....	2	.2	4	.7	6	.4
Shasta.....	0	.0	7	1.2	7	.5
Siskiyou .....	0	.0	3	.5	3	.2
Solano .....	2	.2	5	.8	7	.5
Sonoma .....	6	.7	7	1.2	13	.9
Stanislaus.....	6	.7	11	1.8	17	1.2
Tehama.....	2	.2	1	.2	3	.2
Trinity.....	1	.1	0	.0	1	.1
Tulare.....	19	2.3	1	.2	20	1.4
Tuolumne.....	1	.1	2	.3	3	.2
Ventura.....	8	1.0	8	1.3	16	1.1
Yolo .....	3	.4	6	1.0	9	.6
Yuba .....	3	.4	1	.2	4	.3
<b>Out-of-State</b>						
Nevada.....	1	.1	16	2.6	17	1.2
Arizona.....	3	.4	11	1.8	14	1.0
Oregon .....	6	.7	4	.7	10	.7
Other states.....	52	6.2	51	8.4	103	7.1

Note: Percents may not add to 100.0 because of rounding.

TABLE 5  
Elapsed Time in Filing Reports on Missing Persons

Median number of days between disappearance and report filed with police

Juveniles.....	1 day
(N = 741)	
Adults .....	5 days
(N = 521)	
Total.....	2 days
(N = 1,262)	

Median number of days between filing of police report and MUPS indexing

Juveniles.....	56 days
(N = 599)	
Adults .....	49 days
(N = 296)	
Total.....	54 days
(N = 895)	

missing persons reports on the events leading to the disappearance were typically sketchy.

- The disappearance of 22 percent of the adults were related to a serious physical or mental disability. This group also included persons suffering from senility and severe alcoholism. These persons were often disoriented and walked away from home or a residential facility (19 percent).
- A small percentage of adults were believed to have drowned in a boating accident, caught in a severe snow storm or accidentally fallen from a cliff (4 percent).
- Most adults were alone and not missing with another person (81 percent). Over one-half of these persons were last seen at home (44 percent) or at a residential facility (8 percent). They were usually reported missing by a family member (56 percent) or friend (15 percent), and less frequently, representative from a board and care facility or convalescent home (8 percent).
- While a large percentage of missing youth were last seen in southern California, the disappearance sites of missing adults are more scattered. Although one-fourth of all adults reported missing to the Department of Justice were last seen in Los Angeles County, far fewer adults had disappeared in San Diego County (4 percent). In northern California, almost 20 percent of the missing adults had disappeared after being last seen in one of two counties: San Francisco (11 percent) and Sacramento (7 percent).
- As expected, several days had passed before a police report was filed on a missing adult. The median number of days between the date of disappearance and date of police report: 5 days. These police reports were received and indexed by the Department of Justice within 49 days (median) of the initial reporting date.

#### 4.4. ISSUES RELATED TO THE LOCATION OF MISSING PERSONS

While information on the circumstances surrounding the disappearance of both youth and adults is sometimes sketchy, even less is known about the issues related to the location of missing persons. As stated in Chapter 3, law enforcement agencies do not routinely retain basic information on persons who are located. Equally important, reporting parties may provide little, if any, information to the investigating agency once the person has returned home or has been located independently.

For example, data were not available on where the person was found and the reason for the cancellation of the report for over 50 percent of the persons who had been located (see Table 6). Available information does indicate that most persons had returned home.

More complete data were available on the physical condition of the persons who had been located. Data were missing for 26 percent of all cases. However, the majority of missing persons were found alive (72 percent). Seven adults and one youth were found dead.

Information on the elapsed time before the missing person was located was available for 67 percent of the cases (see Table 7). The median number of days between the date of disappearance and the date of location was 30 days longer for juveniles (253 days or 8.4 months) than for adults (223 days or 7.4 months). Once the missing person had been located, slightly over one month (median of 38 days) had passed between the date of the law enforcement agency cancellation and the Department of Justice cancellation.

**TABLE 6**  
**Locating Missing Persons**

	Juvenile (N = 412)		Adult (N = 115)		Total (N = 527)	
	Number	Percent	Number	Percent	Number	Percent
<b>Location found</b>						
Home.....	88	21.4	23	20.0	111	21.1
Friend/relative's home.....	40	9.7	5	4.3	45	8.5
Residential facility.....	4	1.0	4	3.5	8	1.5
School/workplace .....	4	1.0	2	1.7	6	1.1
Juvenile hall/jail.....	8	1.9	9	7.8	17	3.2
Other .....	9	2.2	24	20.9	33	6.3
Not indicated .....	259	62.9	48	41.7	307	58.3
<b>Reason for cancellation</b>						
Returned home .....	91	22.1	18	15.6	109	20.7
Located by law enforcement..	14	3.4	13	11.3	27	5.1
Located by family member .....	21	5.1	9	7.8	30	5.7
Emancipated .....	21	5.1	0	0	21	4.0
Voluntary missing.....	0	0	8	7.0	8	1.5
Arrested.....	24	5.8	8	7.0	32	6.1
Homicide.....	0	0	4	3.5	4	.8
Other .....	8	1.9	3	2.6	11	2.1
Not indicated .....	233	56.6	52	45.2	285	54.1
<b>Physical condition</b>						
Alive.....	282	68.5	99	86.1	381	72.3
Dead.....	1	.2	7	6.1	8	1.5
Not indicated .....	129	31.3	9	7.8	138	26.2

Note: Percents may not add to 100.0 because of rounding.

TABLE 7  
Time Span for Missing Person Cases

Elapsed time before location of missing person:  
Median number of days between disappearance and location

Juveniles.....	253 days
(N = 251)	
Adults .....	149 days
(N = 103)	
Total.....	223 days
(N = 354)	

Cancellation of missing persons report:  
Median number of days between date of law enforcement cancellation and Department of Justice cancellation

Juveniles.....	37 days
(N = 355)	
Adults .....	40 days
(N = 105)	
Total.....	38 days
(N = 460)	

#### **4.5 CHARACTERISTICS DISTINGUISHING PERSONS WHO HAVE BEEN LOCATED FROM PERSONS WHO ARE STILL MISSING**

From a policy standpoint, it is important to consider what differences might exist between those persons who have been located and those persons who have not been found. To determine which, if any, characteristics distinguish these two groups, a separate statistical analysis was conducted on those persons who were reported missing to the Department of Justice during the September 1985 to August 1986 period ( $n=963$ ). This study population was divided into groups: those persons who have been located ( $n=527$ ) and those individuals who are still missing (436). The two groups were compared on all nineteen variables described in the two preceding sections, ranging from race to probable reasons for the disappearance. There were no significant differences between the two groups in most cases. Furthermore, the results of this comparison were nearly identical to those reported for all missing persons (see sections 4.2 and 4.3).

However, two factors were identified as distinguishing those persons who have been located from those individuals who are still missing: age and missing person classification (see Table 8).

The probability of being located peaks at mid-adolescence and decreases with age. Over three-fourths of those persons who have been located are between the ages of 13 and 17.

As expected, those persons who were believed to be victims of "family or nonfamily" abduction, or "foul play" were least likely to be found. Alternatively, persons who were missing voluntarily or ran away were most likely to be found. As discussed earlier, these individuals were likely to return home.

**TABLE 8**  
**Characteristics Distinguishing Persons Who Have  
 Been Located From Persons Who Are Still Missing**

	Persons located (N = 527)		Persons still missing (N = 436)		Total (N = 963)	
	Number	Percent	Number	Percent	Number	Percent
<b>Age</b>						
0 to 12.....	14	2.7	30	6.9	44	4.6
13 to 17.....	398	75.5	221	50.7	619	64.3
18 to 29.....	52	9.9	73	16.7	125	13.0
30 to 39.....	32	6.1	34	7.8	66	6.9
40 to 49.....	13	2.5	32	7.3	45	4.7
50 to 59.....	8	1.5	18	4.1	26	2.7
60 and over.....	10	1.9	28	6.4	38	3.9
<b>Missing person classification</b>						
Runaway/voluntary missing....	433	82.2	249	57.1	682	70.8
Family abduction.....	6	1.1	14	3.2	20	2.1
Nonfamily abduction.....	1	.2	7	1.6	8	.8
Suspicious circumstances ....	18	3.4	54	12.4	72	7.5
Catastrophe.....	0	.0	3	.7	3	.3
Suicide.....	5	.9	20	4.6	25	2.6
Disabled.....	38	7.2	57	13.1	95	9.9
Other .....	1	0.2	3	.7	4	.4
Insufficient information .....	25	4.7	29	6.7	54	5.6

Note: Percents may not add to 100.0 because of rounding.

## **SECTION 5: RECENT LEGISLATION AND RECOMMENDATIONS**

### **5.1 Introduction**

This study was intended to clarify some of the issues surrounding the disappearance of children and adults in California. It focused specifically on the processing and maintenance of missing persons reports at the state level and the characteristics of these persons. An examination of the contents of these records also provided a better understanding of how local law enforcement agencies record and manage missing persons cases.

### **5.2 Recent Legislation and Recommendations**

This study identified several difficulties in the processing and managing of missing persons reports at both the local and state levels. Within the last year, some of these issues have been addressed by policy makers, law enforcement officials and other concerned individuals.

For example, the results of this study indicate that there are presently no guidelines for handling missing persons cases. This suggests that efforts be made to organize an advisory committee comprising law enforcement, district attorneys, and legislators to establish uniform guidelines for processing and investigating reports on missing persons. This effort would require a legal definition and classification system of missing persons. These issues have been addressed by policy makers in two recent legislative bills.

In September 1987, Assembly Bill (AB) 1073 (Stirling) was passed, mandating the Commission on Peace Officer Standards and Training (POST) "to develop guidelines for law enforcement response to missing person and runaway cases and to implement a course of instruction for training law enforcement officers and dispatchers in handling reports on missing persons and runaways" by July 1988. These guidelines and training courses will concentrate on such issues as "the timeliness and priority of response, assisting persons making missing person reports to contact the appropriate law enforcement agency in the jurisdiction of the residence address of the missing person or runaway and the appropriate law enforcement agency in the jurisdiction where the missing person or runaway was last seen, and coordinating law enforcement agencies for the purpose of efficiently and effectively taking and investigating missing person reports".

In February 1988, Senator Presley introduced Senate Bill (SB) 2282. This comprehensive legislative bill would replace existing policies relating to missing persons, California Penal Code Sections 11114, 11114.1, 11114.2 and 11114.3, and add Title 12 (commencing with Section 14200) to Part 4 of the Penal Code.

SB2282 would provide for a legal definition of a missing person which "includes, but is not limited to, a child who has been taken, detained, concealed, enticed away, or retained by a parent. It also includes any child who is missing voluntarily or involuntarily, or under circumstances not conforming to his or her ordinary habits or behavior and who may be in need of assistance." It would also supply classification categories of missing persons including "runaways, voluntary missing, lost, abduction involving movement of the victim in the commission of the crime or sexual exploitation of the victim, nonfamily abduction, and family abduction".

With respect to law enforcement guidelines and training, SB2282 specifies that "POST provide training to peace officers which will enable them to more efficiently handle, on the local level, the tracing of missing persons and victims of violent crimes".

This study also found wide variation in the reporting practices of parental abduction cases, particularly by district attorneys' offices. The findings from this research suggest that a line of communication be formally established between law enforcement (local and state) and district attorneys' offices to facilitate the recovery of children abducted by family

members. This would include a mandate requiring district attorneys' offices to report such instances to the Department of Justice. Existing laws state that district attorneys may, but are not required to forward information on parental abductions to the Department of Justice. To this end, SB2282 would require the reporting of parental abduction cases to the Department of Justice.

Based on the results of this study, efforts should be made to standardize the information reported to the Department of Justice by local law enforcement agencies. Since the Department of Justice serves as the central information point for reports on missing persons, it is essential that accurate and complete information is available. Law enforcement agencies should be required to complete a standard form when submitting reports on missing persons to the Department of Justice. SB 2282 would provide the foundation for attaining these objectives.

Efforts should also be made to provide law enforcement with in-depth training in the standard procedures for cancelling missing persons reports at the local and state levels. This is essential for maintaining accurate and up-to-date records on persons reported missing. As discussed earlier, reports on missing persons may remain in the state files for a long period, even if the person has been located. Information should be routinely recorded on the date a person is located and, most importantly, how he/she is located in the event that the person is missing in the future. According to AB1073 and SB2282, the POST training courses would include instruction in the cancellation of missing persons cases. In addition, MUPS periodically transmits information bulletins on remittance and cancellation procedures of missing person cases to all law enforcement personnel. The Unit is planning to prepare a procedures manual (July 1989) for managing missing persons cases for law enforcement agencies.

## **References**

California Department of Justice  
1988 Final Report on a Field Study of California Law Enforcement, February.

Office of Criminal Justice Planning  
1987 Missing Children Study Report, November.

U.S. Senate  
1981 Missing Children. Hearings held by Subcommittee on Investigations and General Oversight, Committee on Labor and Human Resources, October 6.

**APPENDIX 1**

**AB2458  
PC Section 11114**

**Assembly Bill No. 2458**

**CHAPTER 1499**

**An act relating to missing persons.**

[Approved by Governor October 2, 1985. Filed with  
Secretary of State October 2, 1985.]

**LEGISLATIVE COUNSEL'S DIGEST**

**AB 2458, N. Waters. Missing persons: report.**

Existing law requires the Department of Justice to maintain dental records and files regarding missing persons. These files are required to be made available to law enforcement agencies attempting to locate missing persons.

This bill would require the department to prepare a prescribed report, to be submitted to the Legislature on or before January 1, 1987, which summarizes and compares certain data collected pursuant to the above law.

*The people of the State of California do enact as follows:*

**SECTION 1.** The Department of Justice shall prepare a report to be submitted to the Legislature on or before January 1, 1987. That report shall summarize the data collected pursuant to Section 11114 of the Penal Code. The report shall also describe the system of cataloging missing person reports developed pursuant to subdivision (e) of Section 11114 of the Penal Code. The report shall include a statistical section that includes, but is not limited to, the ages of persons missing and the sites from which these persons have been abducted or from which they have disappeared. To the degree possible, the report shall also contain data summarizing and comparing characteristics of cases in which missing persons have been found, both alive and dead, with cases in which missing persons have not been found.

**§ 11114. Missing persons; acceptance and priority of reports; forwarding to proper jurisdictions; transmission to state and national authorities; initiation of investigation; recent photographs and dental records; files; missing children registry**

(a) All local police and sheriffs' departments shall accept any report, including any telephonic report, of a missing person, including runaways, without delay and shall give priority to the handling of these reports over the handling of reports relating to crimes involving property. In cases where the person making a report of a missing person or runaway, contacts, including by telephone, the California Highway Patrol, the California Highway Patrol may take the report, and shall immediately advise the person making the report of the name and telephone number of the police or sheriff's department having jurisdiction of the residence address of the missing person or runaway and of the name and telephone number of the police or sheriff's department having jurisdiction of the place where the person was last seen. In cases where the report is taken by a department other than that of the city or county of residence of the missing person or runaway, the department taking the report shall, without delay, notify, and forward a copy of the report when completed to, the police or sheriff's department or departments having jurisdiction of the residence address of the missing person or runaway and of the place where the person was last seen. The report shall be transmitted by the department, or division of the California Highway Patrol, which took the report to the State Department of Justice, in a format and according to procedures established by the State Department of Justice, which shall transmit the report to the National Crime Information Center Missing Person System, or, at the option of the local police or sheriff's department or the California Highway Patrol, the local police or sheriff's department or the California Highway Patrol may transmit the report directly to federal agencies. If the person reported missing is under 12 years of age, the local police or sheriff's department or the California Highway Patrol shall transmit the report to the National Crime Information Center Missing Person System within four hours after accepting the report. The police or sheriff's department or California Highway Patrol division having jurisdiction of the place in which the person reported missing was last seen may initiate the investigation of the location of the missing person, irrespective of the area of jurisdiction of the department taking the report.

(b) When any person makes a report of a missing person to a police department, sheriff's department, district attorney's office, or other law enforcement authority, the person making the report shall give it in person or by mail on a form supplied by the Department of Justice authorizing the release of the dental records of the person reported missing and authorizing the release of a recent photograph of a person reported missing who is under 18 years of age. Included with the form shall be instructions which state that if the person reported missing is still missing 30 days after the report is made, the release form signed by a member of the family or next of kin of the missing person should be taken to the dentist

or dentists of the missing person to obtain the release of the dental records and that dental records should be submitted within 10 days by the person to whom released to the police or sheriff's department or other law enforcement authority to which the missing person report was made. When the person reported missing has not been found within 30 days and no family or next of kin exists or can be located, the law enforcement authority may execute a written declaration, stating that an active investigation seeking the location of the missing person is being conducted, and that the dental records are necessary for the exclusive purpose of furthering the investigation. The written declaration, signed by a peace officer, is sufficient authority for the dentist or dentists to release the missing person's dental records.

(c) When a person reported missing has not been found within 45 days, the sheriff, chief of police, or other law enforcement authority initiating and conducting the investigation for the missing person shall confer with the coroner or medical examiner prior to the preparation of a missing person report. After conferring with the coroner or medical examiner, the sheriff, chief of police, or other law enforcement authority initiating and conducting the investigation for the missing person shall submit a missing person report and the dental records and photograph received pursuant to subdivision (b) to the Department of Justice on forms supplied by the department for that purpose.

(d) Notwithstanding subdivisions (b) and (c), the form provided under subdivision (b) shall state that if the person reported missing is under 18 years of age, the form should be taken to the dentist or dentists immediately when the law enforcement authority determines that the disappearance was under suspicious circumstances or when the law enforcement authority determines that the person missing is under 13 years of age and has been missing at least 14 days, and that dental records and a recent photograph of the missing juvenile should be submitted immediately thereafter to the law enforcement authority. Where authorized to execute a written declaration to obtain the release of dental records, the law enforcement authority may do so immediately when a person reported missing who is under 18 years of age is determined by the authority to have disappeared under suspicious circumstances. In each case, the law enforcement authority should confer immediately with the coroner or medical examiners and should submit its report including the dental records within 24 hours thereafter to the Department of Justice.

(e) When a person reported missing has been found, the sheriff, chief of police, coroner or medical examiner, or other law enforcement authority shall report that information to the Department of Justice. After receiving that report, the department shall erase all records with respect to that person which are maintained pursuant to subdivision (f).

(f) The Department of Justice shall maintain a file of information concerning persons reported to it as missing and who have not been reported as found. The file shall contain the information referred to in subdivision (c) and any other information that the Department of Justice

finds to be relevant to assisting in the location of a missing person.

The Department of Justice files shall be made available to law enforcement agencies attempting to locate missing persons. The department shall develop a system of cataloging missing person reports according to a variety of characteristics to facilitate locating particular categories of reports as needed.

The Department of Justice shall compile a missing children registry consisting of reports of missing juveniles as specified in subdivisions (a), (b), (c), and (d), and shall distribute a missing children bulletin on a quarterly basis to local law enforcement agencies and public schools throughout this state. The Department of Justice shall also make this information accessible to other parties involved in efforts to locate missing children as prescribed and to other parties as the department deems appropriate. (*Added by Stats.1978, c. 462, § 2. Amended by Stats.1979, c. 530, § 1; Stats.1984, c. 51, § 1; Stats.1985, c. 177, § 1; Stats.1985, c. 1111, § 1; Stats.1986, c. 249, § 9; Stats.1987, c. 705, § 1.*)

Former § 11114 was repealed by Stats.1955, c. 1128, § 1.

#### Cross References

Rewards for persons providing information leading to location of missing children, see Government Code § 13974.1.

Schools, enrollment or transfer of pupils, examination of missing children's bulletins by school officials, see Education Code § 49068.5.

#### § 11114.1. Statewide, toll-free telephone hotline for information regarding missing children; posters of selected children produced on monthly basis

(a) The Department of Justice shall operate a statewide, toll-free telephone hotline 24 hours per day, seven days per week to receive information regarding missing children and relay this information to the appropriate law enforcement authorities.

(b) The Department of Justice shall select up to six juveniles per month from the missing children registry maintained pursuant to Section 11114 and shall produce posters with photographs and information regarding these children, including the missing children hotline telephone number and reward information. The department shall make these posters available to parties as prescribed and as the department deems appropriate. (*Added by Stats.1986, c. 249, § 10.*)

#### Cross References

Schools, primary and secondary, posting of information regarding missing children, see Education Code § 40048.

State-owned or leased buildings, posting of information relating to missing children in public areas, see Government Code § 14685.

#### § 11114.2. Local reporting agencies; lists of missing persons; waiver forms to obtain photographs to include in quarterly bulletins; information regarding missing children in mailings of elected officials

(a) The Department of Justice shall provide appropriate local reporting agencies with a list of persons still listed as missing who are under 18 years of age on the date this section becomes effective, with an appropriate waiver form in order to assist the reporting agency in obtaining a photograph of each of the missing juveniles.

(b) Local reporting agencies shall attempt to obtain the most recent photograph available for persons still listed as missing and forward those photographs to the Department of Justice.

(c) The department shall include these photographs, as they become available, in the quarterly bulletins pursuant to subdivision (f) of Section 11114.

(d) State and local elected officials, agencies, departments, boards, and commissions may enclose in their mailings information regarding missing children obtainable from the Department of Justice or any organization that is recognized as a nonprofit, tax exempt organization under state or federal law and that has an ongoing missing children program. Elected officials, agency secretaries, and directors of departments, boards, and commissions are urged to develop policies to enclose missing children information in mailings when it will not increase postage costs, and is otherwise deemed appropriate. (*Added by Stats.1986, c. 249, § 11.*)

#### § 11114.3. Legislative findings and declarations; coordination of highway patrol divisions with police and sheriffs' departments; report

(a) The Legislature finds and declares that it is the duty of all law enforcement agencies to immediately assist any person who is attempting to make a report of a missing person or runaway.

(b) The Department of the California Highway Patrol shall, by June 30, 1988, develop, adopt, and implement a written policy for coordinating each of its divisions with the police and sheriffs' departments located within each division in taking, transmitting, and investigating reports of missing persons, including runaways.

(c) The Department of the California Highway Patrol shall report to the Legislature on or before June 30, 1989, regarding the experience under, and the effects of, subdivision (b). (*Added by Stats.1987, c. 705, § 2.*)

**APPENDIX 2**  
**Missing Persons Reporting Form**

MISSING PERSONS REPORTING FORM  
SUSPICIOUS CIRCUMSTANCES/FOUL PLAY

REPORTING AGENCY \_\_\_\_\_

CASE # \_\_\_\_\_

(Photo)

DATE \_\_\_\_\_

Sex	Race	Hgt.	Wgt.	Eye Color	Hair Color/Length	Date of Birth	Age	Blood Type

NAME \_\_\_\_\_ DATE/TIME \_\_\_\_\_

ALIAS \_\_\_\_\_ MISSING SINCE \_\_\_\_\_

LOCATION LAST SEEN \_\_\_\_\_ PROBABLE DESTINATION \_\_\_\_\_

MENTAL CONDITION \_\_\_\_\_

SS# \_\_\_\_\_ CII# \_\_\_\_\_ FBI# \_\_\_\_\_ DL# \_\_\_\_\_

IF VEH. INVOLVED: LIC# \_\_\_\_\_ MAKE \_\_\_\_\_ YEAR \_\_\_\_\_

FINGERPRINT CLASS (if known) \_\_\_\_\_

MARKS/SCARS/TATTOOS \_\_\_\_\_

BODY X-RAYS AVAILABLE: YES \_\_\_\_\_ NO \_\_\_\_\_ BROKEN BONES/MISSING ORGANS: \_\_\_\_\_

DENTAL X-Rays AVAILABLE: YES \_\_\_\_\_ NO \_\_\_\_\_ ATTACH CHART or DENTURES: UPPER \_\_\_\_\_ LOWER \_\_\_\_\_  
Comp. Reverse Side FULL \_\_\_\_\_ PARTIAL \_\_\_\_\_

VISIBLE DENTAL WORK \_\_\_\_\_

DENTIST'S NAME \_\_\_\_\_ PHONE \_\_\_\_\_

GLASSES: YES \_\_\_\_\_ NO \_\_\_\_\_ TYPE FRAMES \_\_\_\_\_ PRESCRIPTION \_\_\_\_\_

CLOTHING DESCRIPTION/SIZE \_\_\_\_\_

WAIST SIZE \_\_\_\_\_ CHEST/BRA SIZE \_\_\_\_\_ SHOE SIZE/STYLE \_\_\_\_\_

JEWELRY DESCRIPTION \_\_\_\_\_

ADDITIONAL INFORMATION \_\_\_\_\_

REPORTING OFFICER \_\_\_\_\_ ID# \_\_\_\_\_ PHONE \_\_\_\_\_

Upon completion, please return to: Department of Justice  
Bureau of Criminal Statistics  
and Special Services  
P. O. Box 903417  
Sacramento, California 94203-4170

Attention: Missing/Unidentified Persons Unit

# INSTRUCTIONS:

1 MARK LOCATION OF WORK ON TOOTH SURFACE  
2 GIVE DESCRIPTION OF WORK DONE, MISSING TOOTH,  
FILLING, ETC. ON LINE CORRESPONDING TO TOOTH NUMBER

U	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	U
P E R R I G H T																P E R R I G H T	
T	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	T
	1															16	
	2															15	
	3															14	
	4															13	
	5															12	
	6															11	
	7															10	
	8															9	
L	32	31	30	29	28	27	26	25	24	23	22	21	20	19	18	17 <th style="width: 5%;">L</th>	L
O W E R R I G H T																O W E R R I G H T	
T	32	31	30	29	28	27	26	25	24	23	22	21	20	19	18	17	T
	32															17	
	31															18	
	30															19	
	29															20	
	28															21	
	27															22	
	26															23	
	25															24	
Z91642X																	
COMPLETED BY _____ DDS DATE _____																	

DATE 04 MAR 87 16:33:03

REPORT GENERATION BETCRT  
MISSING PERSON REPORT

URI: CA0010300

AGENCY NAME: BERKELEY PD - TELECOM

FCN: MP88704800043

NAME : JUNE,MARTA M.

SEX: F RAC: W DOB: 850219 HGT: 211 WGT: 026 EYE: BRO HAI: BRO

AKA : JUNE-MOUNT,MARTA

DATE LAST CONTACTED: 860802 DATE REPT MISSING: 860802

AKA :

DATE OF CANCELLATION:

REASON FOR CANCELLATION:

SUSPECT:

ORI PHONE: 4156446839

OCA: 4711286 NIC: M214262920

NICKNAME :

CII:

SOC: BLOOD TYPE:

DENTAL AVAIL: N PHOTO AVAIL: Y

AGE IN PHOTO: 01

MESSAGE KEY - (PLEASE VERIFY) - CAUTION

LAST BEEN AT: HOME

- (STRANGER ABDUCTION)

LOCATION LAST BEEN:

- (PARENTAL ABDUCTION)

KNOWN ASSOCIATES :

- (FAMILY ABDUCTION)

SCARS/MARKS/TATTOO:

- (NON-FAMILY ABDUCTION)

JEWELRY TYPE :

- (RUNAWAY/THROWAWAY)

JEWELRY DESC :

- (ADULT)

VIN:

LIC:

LIB:

VYR:

VCO:

VRA:

VMO:

VBT:

OLN:

FPC:

(TOOTH) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32

DENTAL:

- (CATASTROPHE)

DENTAL INFO:

X (UNKNOWN)

MISC INFO : INFANT WAS WITH MOTHER, JUNE, RENEE P., DOB 11-4-53 WHEN LAST SEEN, SAME CASE NBR, VE

HICLE RECOVERED

**APPENDIX 3**  
**Data Collection Instrument**

# MISSING PERSONS STUDY CODESHEET

## SAMPLE GROUP: \_\_\_\_\_

- |                                 |                                    |
|---------------------------------|------------------------------------|
| 1=Found                         | 5=Not found, missing since 1982    |
| 2=Not found                     | 6=Not found, missing since 1981    |
| 3=Not found, missing since 1984 | 7=Not found, missing prior to 1981 |
| 4=Not found, missing since 1983 |                                    |

## A. IDENTIFIERS

Reporting Agency: / / / / Case #: / / / / / / / /  
SSI#: / / / / / / CII#: / / / / / /  
NIC#: / / / / / / DL#: / / / / / / St. /  
Name: / / / / / /  
Address: / / / / / /  
City: / / / State: /

## B. PERSONAL CHARACTERISTICS

Is missing person under court supervision? /  
01=Yes, court 02=Yes, on probation 04=No  
hearing pending 03=Yes, other

Sex: \_\_\_\_\_  
1=Male 2=Female

Date of Birth: / / / / / /

Place of Birth: / / / / /  
County/City State

Employment Status: /  
01=Employed Full time 03=Employed, Hours Indeterminate  
02=Employed Part time 04=Unemployed

Marital Status: /  
01=Single  
02=Married  
03=Separated/Divorced  
04=Spouse Deceased

Race: /  
01=Asian/Pacific Islander  
02=Black  
03=Hispanic  
04=Native American/Alaskan Indian  
05=White

Occupation: \_\_\_\_\_ /  
(Specify)

If student, list current grade level: /

If juvenile, natural parents  
marital status: /  
01=Never married 05=Mother deceased  
02=Not married, living together 06=Father deceased  
03=Married, living together 07=Both parents  
04=Separated/Divorced deceased

Missing person resides with: /  
01=Mother only 06=Grandparents 11=Independent 16=Convalescent home  
02=Father only 07=Sibling 12=Foster Parents 17=Board & care home  
03=Both parents 08=Son/Daughter 13=Group Home 18=Hospital  
04=Mother, stepfather 09=Other relative 14=Receiving Home 19=Other  
05=Father, stepmother 10=Spouse/Mate 15=Shelter Care Center

## C. MISSING PERSON'S REPORT

According to report, classification of missing person: /

- |                              |                             |             |
|------------------------------|-----------------------------|-------------|
| 01=Runaway/Voluntary Missing | 04=Nonfamily abduction      | 07=Disabled |
| 02=Stranger Abduction        | 05=Suspicious circumstances | 08=Other    |
| 03=Parental Abduction        | 06=Possible suicide         | 09=Unknown  |

NCIC classification: /

- |             |               |                |             |
|-------------|---------------|----------------|-------------|
| 01=Disabled | 02=Endangered | 03=Involuntary | 04=Juvenile |
|-------------|---------------|----------------|-------------|

month      day      year      military time

Estimated Date/Time of Disappearance:      /      /      /      /      /

Date/Time Reported Missing to Police:      /      /      /      /      /

Date entered into NCIC:      /      /      /

Date reported/Index to DOJ:      /      /      /

- a) Distinguishing marks/scars/tattoos:      /  
b) Dental Charts available:      /      01=Yes  
c) Body x-rays available:      /      02>No  
d) Fingerprints available:      /  
e) Photo available:      /

Relationship between Person Filing Report and Missing Person:      /

01=Mother	06=Grandparent	11=Friend
02=Father	07=Sibling	12=Representative from residential facility
03=Both parents	08=Son/Daughter	13=Other
04=Mother-custodial parent	09=Other relative	
05=Father-custodial parent	10=Spouse/Mate	

Location last seen:      /  
(Specify)

County/City of  
disappearance:      / / / county/city      state

Probable destination:      /  
(Specify)

County/city of probable  
destination:      / / / county/city      state

Why missing?

Probable cause/circumstances of disappearance:      /      /  

01=Family Argument	04=Escape personal problems	07=Suspicious circumstances
02=Walkaway	05=Join friends	08=Other
03=Gain custody of child	06=Avoid court hearing	

Missing person's mental condition at time of disappearance:      /      /  

01=Normal/Good	04=Mentally disabled	
02=Depressed	05=Alcohol or Drug Use	
03=Angry	06=Other	

Is individual missing with someone?      /      /  

01=No	04=Non-custodial father	07=Friend
02=Legal parent(s)	05=Other relative	08=Stranger
03=Non-custodial mother	06=Sibling	

(a) Ever missing before?      /  
01=Ycs    02=No

(b) Last date  
missing:      /      /      /

(c) Location where previously  
found:      /  
(Specify)

(d) County/City/State  
where found:      / / / county/city      state

(e) Total # of times missing:      /      /

## FOLLOW-UP

If found, date/time located:   /  /  /  /  /  / military time

Location where found:   /  /  /  
(Specify)

County/city/state  
where found:   /  /  /  
county/city   /  /  / state

How located or reason for  
cancellation:   /  /  /

- 01=Returned home
- 02=Located by law enforcement
- 03=Located by family member
- 04=Emancipated
- 05=Voluntary Missing
- 06=Arrested
- 07=Homicide
- 08=Other

Condition of found missing  
person:   /  /

- 01=Alive
- 02=Dead

Date report cancelled with law enforcement agency:   /  /  /

Date report cancelled with DOJ:   /  /  /