

## LEDS Open Space:

# National Register of Missing Persons (NRMP)

v1.3

22 August 2019 [Updated September 2019]

## Discussion Document

This Document has been written with the aim of stimulating discussion on the National Register of Missing Persons (NRMP), particularly within the context of the introduction of the Law Enforcement Data Service (LEDS). It is not intended to be viewed as current Home Office policy. It is to be circulated to and viewed only by members of the LEDS Open Space.

## **Purpose**

1. The purpose of this paper is to outline the proposals for the introduction of the National Register of Missing Persons (NRMP) as part of the Law Enforcement Data Service (LEDS).
2. This paper will be discussed in the LEDS/HOB Open Space on 17 July 2019. The aim is to provide further information over the next three months, picking up any concerns raised at the meeting and future developments.

## **Summary**

3. The National Law Enforcement Data Programme (NLEDP) is replacing PNC and PND with LEDS - a new modern platform that will enable wider data sharing.
4. NLEDP is jointly led by the Home Office and the National Police Chiefs' Council (NPCC). The NPCC is working with NLEDP to determine and prioritise the capabilities to be delivered through the programme.
5. Due to the pressing requirement for the Police Service to effectively and efficiently tackle the many challenges relating to missing persons as individuals, and to meet the needs of the government's missing people strategy; a capability to provide a 'National Register of Missing Persons' (NRMP) was brought into scope for the NLEDP.
6. To this end, the NLEDP has been working closely with the NPCC 'Missing from Home' National Lead and the National Crime Agency's (NCA) National Missing Persons Unit to identify their requirements to deliver NRMP.

## **Key outcomes of the discussion on this paper**

7. Open Space members can explore the implications of the NRMP. This includes the proposed data to be collected (see Annex A) and who will be able to access the data and under what circumstances.

## **Key questions for the discussion on this paper**

8. **Looking at the data in Annex A, are there any other data types that should be included or included data types that should be omitted?**
9. **Which organisations should have access to the data?**
10. **MoPI suggests 6 years for data retention - how long should the data be kept?**
11. **The NRMP will retain certain information on people who have been found but do not wish to be re-united with those seeking to locate them. Are there any thoughts on what information should be retained and for how long?**

## National Register of Missing Persons (NRMP)

### Background

12. Missing persons represent a significant safe-guarding concern for policing and government.
13. Episodes of ‘missing’ are linked to many forms of vulnerability & criminality and the ability to deliver a better national understanding of missing persons. This will include more information on those that are likely to go missing and is seen as crucial to delivering a more effective safeguarding regime.
14. The concept of the NRMP is to provide a capability that allows for:
  1. current and historic missing person data, including images, presently held locally by forces, to be provided nationally<sup>1</sup>; and
  2. the ability to undertake management and statistical reporting of that data in support of the National Crime Agency’s Missing Persons Bureaux and their national responsibilities for resolving cases of missing and in support of the government’s strategy on missing people.
15. The NRMP would therefore better support:
  1. the police response to a missing person incident, such as through early identification of possible lines of enquiry collected from previous missing investigations in different force areas<sup>2</sup>;
  2. the identification of potentially vulnerable people, not currently reported missing, so that preventative or protective actions can be considered
    - a. a particularly pressing scenario is finding children and vulnerable people who cross force boundaries (county lines) due to criminal exploitation. This presents a significant challenge to policing due both to the increasing volume of cases and the greater challenges in recognising missing or otherwise vulnerable people from other forces (as they are less likely to be known to the local force or reported missing to them).
  3. the NCA’s UK Missing Persons Unit’s statutory responsibilities for the provision of management and statistical reporting; and
  4. strategic, tactical and operational safeguarding decisions and policy on missing persons.

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<sup>1</sup> The PNC holds no images and only retains details of current missing person incidents, while the history of previous missing and found incidents is maintained by forces locally

<sup>2</sup> **Repeat missing incidents:** As an example, in the year ending 31 March 2018, 11,530 looked after children (individuals) in England had a missing incident. Overall these children accounted for 70,250 missing incidents, an average of 6.1 missing incidents per child. (Department of Education/National Statistics - Children looked after in England (including adoption), year ending 31 March 2018).

## **Operational requirements**

16. The immediate operational requirements include the ability to:
1. identify a person, establish their missing or vulnerability status and take action to safeguard the individual. This includes a user being able to:
    - a. search the LEDS database using biographic information;
    - b. select the Person Record they wish to open and view;
    - c. view the selected person's personal details and any associated 'missing', 'found' and 'safeguarding interview' event records.
  2. create and manage LEDS Person Records relating to the above events through direct data entry. This includes a user being able to:
    - a. create a new Person Record; and
    - b. create, update or delete Person Record event data or delete National Person Record events;
  3. compile management and statistical reports on LEDS Missing Persons data.
17. Future operational opportunities include the ability to:
1. integrate LEDS with force missing person case management systems to automate data transfers.
  2. provide access to LEDS missing person data to safeguarding partners, such as local authorities & charities, subject to data sharing agreements being in place (outlining justifiable business need) and overcoming any technical and security constraints.

## **NRMP data access controls**

18. LEDS will have data access controls that allow a central LEDS Administrator to create data sharing rules which either prevent access to all data relating to a missing person or prevent access to historical missing and found data.
19. It is expected that all UK police forces and NCA will have access to the NRMP to create, view, update and delete missing person event records (i.e. 'missing', 'found' and 'safeguarding interview' events).

## **NRMP data retention**

20. The retention of missing person data will be governed by the same general data protection legislation and the National Guidance on the minimum standards for the Retention and Disposal of Police Records (MoPI APP Group 4 principles):

*"Information relating to open missing persons cases should be retained until the person is located. For cases of missing persons who have subsequently been located safe and well, information should be retained for a minimum of six years. If*

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*this initial six-year period is clear, i.e., the individual does not go missing again and there are no subsequent indications of abuse, domestic violence or other factors that might place the individual at risk, the record should be disposed of.”*

**NRMP deployment**

21. We are planning to start with a phased deployment of NRMP to ‘early adopter’ forces towards the end of 2020, prior to rolling out the capability nationally thereafter.

Annex A – Proposed NRMP Data Elements (updated 22.08.19)

Event when data is collected	Data element
Missing	Police Force Name
Missing	Reported <b>Missing</b> Date
Missing	Reported <b>Missing</b> Time
Missing	Date the person went missing
Missing	Police Force Incident Number
Missing	Police Force Case Reference Number
Missing	Home/Usual Address/Location ( <b>including 'No Fixed Abode' option</b> )
Missing	Circumstances leading to disappearance (obtained following investigation)
Missing	Risk Grading (when reported missing)
Missing	Risk Grading Rationale
Missing	<del>Is child/adult in care at the time of going missing</del> <b>Was the person in care at the time of going missing</b>
Missing	(if 'Yes' to above) Care details
Missing	<del>Address/Location where Missing from</del> <b>Missing From Address/Location</b>
Missing	Location Type <ul style="list-style-type: none"> <li>• Home/Usual address</li> <li>• <b>Local authority care home</b></li> <li>• <b>Foster care address</b></li> <li>• <b>Private care home</b></li> <li>• <b>Address of family member</b></li> <li>• <b>Address of friend</b></li> <li>• Street or other public place</li> <li>• <del>Residential care</del></li> <li>• <del>Local Authority / Private care (looked after children)</del></li> <li>• Hospital</li> <li>• <b>Hotel or other commercial accommodation</b></li> <li>• Educational Establishment</li> <li>• Work place</li> <li>• <del>Open Space</del></li> <li>• Other (<b>description to be provided</b>)</li> </ul>
Missing	Facial image of missing person
Found	How long was the person missing for? <ul style="list-style-type: none"> <li>• 0 - 24 hours</li> <li>• 24 - 48 hours</li> <li>• 48 hours -7 days</li> <li>• More than 7 days</li> </ul>
Found	Police Force Name
Found	Found on Date
Found	Found on Time
Found	Found Event Type <ul style="list-style-type: none"> <li>• Found</li> <li>• Found deceased</li> </ul>

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	<ul style="list-style-type: none"> <li>• Not found – case closed</li> </ul>
Found	(if 'Not found – case closed' selected) Reason for case closed
Found	Circumstances
Found	Address/Location/ <del>Geolocation</del> where missing person was found
Found	<p><del>DO NOT DISCLOSE ADDRESS WITHOUT REFERENCE TO ORIGINATING FORCE</del></p> <p><b>HAS THE FOUND PERSON REQUESTED THAT THIS ADDRESS IS NOT DISCLOSED TO FAMILY AND FRIENDS ETC?</b></p> <p><b>(this is intended to protect information about Adults who have the right to go missing)</b></p>
Found	<p>Location Type</p> <ul style="list-style-type: none"> <li>• Home/Usual address</li> <li>• <b>Local authority care home</b></li> <li>• <b>Foster care address</b></li> <li>• <b>Private care home</b></li> <li>• <b>Address of family member</b></li> <li>• <b>Address of friend</b></li> <li>• Street or other public place</li> <li>• <del>Residential care</del></li> <li>• <del>Local Authority / Private care (looked after children)</del></li> <li>• Hospital</li> <li>• <b>Hotel or other commercial accommodation</b></li> <li>• Educational Establishment</li> <li>• Work place</li> <li>• <del>Open Space</del></li> <li>• Other <b>(description to be provided)</b></li> </ul>
Found	Risk Grading just prior to the person was found
Found	<p>Found by</p> <ul style="list-style-type: none"> <li>• Returned of own free will</li> <li>• Police</li> <li>• Family (incl. foster carer &amp; guardian)</li> <li>• Friend/acquaintance</li> <li>• <del>Local Authority / Private care staff (looked after children)</del></li> <li>• <b>Social services staff</b></li> <li>• <del>Carer/Care home staff</del></li> <li>• Health services staff</li> <li>• Member of the public</li> <li>• Other <b>(description to be provided)</b></li> </ul>
Prevent / Return home interview	Police Force Name (conducting/entering interview information)
Prevent / Return home interview	Did the person suffer harm or exploitation whilst missing?
Prevent / Return home interview	<p>(if 'Yes' to above)</p> <p>What type of harm or exploitation was suffered <b>(multi-selection)</b></p> <ul style="list-style-type: none"> <li>• Accidental harm</li> <li>• Emotional harm</li> <li>• Physical injury</li> </ul>

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	<ul style="list-style-type: none"> <li>• Self-harm</li> <li>• Sexual offence <del>harm</del> victim (e.g. rape, sexual assault)</li> <li><del>• Victim of crime</del></li> <li><del>• Child sexual exploitation (CSE)</del></li> <li>• Sexual exploitation victim (e.g. prostitution / brothel CSE, prostitution, escort work or pornography)</li> <li>• Criminal exploitation (e.g. drugs, theft, fraud forced begging, shoplifting, pickpocketing, cannabis cultivation, drug dealing/transportation)</li> <li><del>• Forced/ compulsory labour</del></li> <li>• Other <del>harm or exploitation</del> (description to be provided)</li> </ul>
Prevent / Return home interview	<p>Reason(s) given by the missing person for <del>disappearance</del> going missing (multi-selection)</p> <ul style="list-style-type: none"> <li><del>• Not known</del></li> <li>• Declined</li> <li>• Mental/physical health related</li> <li>• Unintentional (e.g. lost/injured/misunderstanding)</li> <li>• Problem related (e.g. relationship/financial/addiction/<b>employment/educational</b>)</li> <li>• Forced to leave</li> <li>• Crime victim related (if 'Yes' to above) (multi-selection) <ul style="list-style-type: none"> <li>○ Abducted</li> <li>○ Domestic abuse/violence</li> <li>○ Female genital mutilation</li> <li>○ Forced marriage</li> <li>○ Honour based violence</li> <li>○ Child sexual exploitation (e.g. under 18 coerced, manipulated or deceived into sexual activity)</li> <li>○ Sexual exploitation (e.g. prostitution, escort work or pornography)</li> <li>○ Gang related</li> <li>○ Criminal exploitation (e.g. forced begging, shoplifting, pickpocketing, cannabis cultivation, drug dealing/transportation)</li> <li>○ Labour exploitation (e.g. industries including construction, car washes, hospitality, food packaging, agriculture and beauty (nail bars))</li> <li>○ Domestic servitude (e.g. enslavement for housework and domestic chores in private households)</li> <li><del>○ County lines</del></li> <li><del>○ Modern slavery</del></li> <li><del>○ Trafficking</del></li> <li><del>○ Terrorist offences</del></li> <li>○ Victim of bullying or harassment (e.g. racial, sexual, homophobic, transphobic)</li> <li><del>○ Victim of crime immediately prior to disappearance</del></li> <li><del>○ Subject of criminal investigation/prosecution</del> <ul style="list-style-type: none"> <li>○ Other (description to be provided)</li> </ul> </li> </ul> </li> <li>• Immigration related (e.g. missing migrant)</li> </ul>

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	<ul style="list-style-type: none"> <li>• Other (description to be provided)</li> </ul>
Prevent / Return home interview	Reason(s) suspected by the interviewer for the missing person going missing
Prevent / Return home interview	What Mode of Transport was used whilst missing (multi-selection) <ul style="list-style-type: none"> <li>• Not known</li> <li>• On foot</li> <li>• Private vehicle/taxi</li> <li>• Public transport – bus/tram</li> <li>• Public transport – train/tube</li> <li>• Bicycle</li> <li>• Other (description to be provided)</li> </ul>
Prevent / Return home interview	Furthest distance travelled whilst missing <ul style="list-style-type: none"> <li>• Not known</li> <li>• 0-5 miles</li> <li>• 6-10 miles</li> <li>• 11-20 miles</li> <li>• 21-40 miles</li> <li>• 41-80 miles</li> <li>• Over 80 miles</li> <li>• Out of UK</li> </ul>
Prevent / Return home interview	Circumstances whilst missing? (multi-selection) <ul style="list-style-type: none"> <li>• Not known</li> <li>• Remained alone</li> <li>• Slept rough</li> <li>• Stayed in hotel or other commercial premises</li> <li>• Stayed / met with family member(s)</li> <li>• Stayed / met with friend(s)</li> <li>• Stayed / met with other person(s)</li> <li>• Stayed in hotel or other commercial premises</li> <li>• Went to location with known associations</li> <li>• Went to location with no known associations</li> <li>• Did not leave address / location</li> <li>• Other (description to be provided)</li> </ul>