SECOND REGULAR SESSION

SENATE BILL NO. 1087

98TH GENERAL ASSEMBLY

INTRODUCED BY SENATORS ROMINE, RICHARD, SCHAEFER, HOLSMAN, SATER, WALLINGFORD, SCHUPP, SCHMITT, KRAUS, WALSH, LIBLA, PARSON, MUNZLINGER, CHAPPELLE-NADAL, WIELAND, CURLS, WASSON, NASHEED, CUNNINGHAM, BROWN, ONDER, KEHOE, SCHAAF AND PEARCE.

Read 1st time February 24, 2016, and ordered printed.

ADRIANE D. CROUSE, Secretary.

6008S.01I

AN ACT

To repeal sections 43.400, 43.401, 43.402, and 43.410, RSMo, and to enact in lieu thereof five new sections relating to missing persons.

Be it enacted by the General Assembly of the State of Missouri, as follows:

Section A. Sections 43.400, 43.401, 43.402, and 43.410, RSMo, are 2 repealed and five new sections enacted in lieu thereof, to be known as sections 3 37.1000, 43.400, 43.401, 43.402, and 43.410, to read as follows:

37.1000. 1. As used in this section, the following terms mean:

 $\mathbf{2}$

(1) "DNA", deoxyribonucleic acid;

3 (2) "Family member", a spouse, child, sibling, parent, grandparent
4 or legal guardian of a missing person;

5 (3) "Office", the office of the missing persons advocate within the
6 office of administration.

7 2. There is hereby established within the office of administration the "Office of Missing Persons Advocate", for the purpose of assisting 8 9 family members of missing persons and others in understanding law 10 enforcement duties and resources, communicating with law enforcement officers and agencies, county coroners, medical examiners, 11 12and other agencies, and providing advice to family members of missing persons and others on their rights, relevant laws, regulations, policies, 13and procedures, and other matters. The director of the office shall 14 report directly to the commissioner of the office of administration. 15

163. The office shall be administered by a director and deputy17director, who shall be appointed by the governor with the advice and

18 consent of the senate. The director and deputy director shall hold 19 office for a term of six years and shall continue to hold office until a 20 successor has been duly appointed. The office shall act independently 21 of the department of public safety and all state and local law 22 enforcement agencies. The office of administration shall provide 23 administrative support and staff as deemed necessary.

4. The office shall have access to the following information:

(1) Any record or case file prepared by personnel of a state or
local law enforcement agency, inquiring into a crime, suspected crime,
or missing persons report, or any record on file with a state or local
law enforcement agency regarding a missing person; and

(2) Records held by county coroners or medical examiners
regarding deceased persons who are not identified and whether DNA
or other information has been taken from the deceased person and
entered into a database.

5. The office shall have the authority:

34 (1) To communicate with state and local law enforcement officers
 35 and agencies, county coroners, and medical examiners regarding
 36 missing persons;

(2) To accept a report of a missing person, if a report has not
already been accepted by the law enforcement agency in the
jurisdiction in which the person was last seen or resided, and submit
the report to the Missouri state highway patrol;

41 (3) To initiate meetings with local and state law enforcement 42 officers, county coroners, and medical examiners;

43 (4) To take whatever steps are appropriate to see that persons
44 are made aware of the services of the office of missing persons
45 advocate, its purpose, and how it can be contacted;

(5) To apply for and accept grants, gifts, and bequests of funds from other states, federal, and interstate agencies, and independent authorities, private firms, individuals, and foundations to carry its duties and responsibilities. The funds shall be deposited in a dedicated account established within the office to permit moneys to be expended in accordance with the provisions of the grant or bequest;

52 (6) Subject to appropriations, to establish a statewide DNA 53 database of missing persons that shall be capable of interfacing with 54 any national database of the same nature and purpose; and 55 (7) To mediate between family members of missing persons and 56 state and local law enforcement agencies, county coroners, and medical 57 examiners.

6. The office shall conduct a county-by-county review of all records of state and local law enforcement agencies, county coroners, and medical examiners regarding missing persons and unidentified deceased persons to determine whether information in such records has been entered into all relevant state and national databases. The office shall enter any information into such databases that has not already been entered.

7. The office shall maintain the confidentiality of any files, records, or other information obtained from a state or local law enforcement agency, county coroner, or medical examiner under this section, that the agency or officer has indicated is to be kept confidential. Such files, records, or information shall not be disclosed to the family members of a missing person or others unless authorized by the agency or officer.

8. The office shall establish and implement procedures for receiving, processing, responding to, and resolving complaints made by or on behalf of family members of missing persons or others. Such procedures shall address complaints relating to the actions, inactions, or decisions of law enforcement agencies, county coroners, and medical examiners. The office shall establish and implement procedures for the handling and, whenever possible, the resolution of complaints.

79 9. The office may recommend to any state or local agency 80 changes in the rules adopted or proposed by such state or local agency regarding the handling of missing person cases or unidentified 81 deceased persons. The office shall make recommendations on changes 82 to any current policies and procedures. The office shall analyze and 83 monitor the development and implementation of federal, state and local 84 laws, regulations, and policies with respect to missing persons in the 85 86 state and shall recommend to the courts, general assembly, and governor changes in such laws, regulations, and policies deemed by the 87 88 office to be appropriate.

43.400. As used in sections 43.400 to 43.410, the following terms mean:

2 (1) "DNA", deoxyribonucleic acid;

^{3 [&}quot;Missing child" or "missing juvenile", any person who is under the age of

34

4 seventeen years, whose temporary or permanent residence is in the state of

5 Missouri or who is believed to be within the state of Missouri, whose location has
6 not been determined, and who has been reported as missing to a law enforcement
7 agency;

8 (2) "Missing child report", a report prepared on a standard form supplied 9 by the Missouri state highway patrol for the use by private citizens and law 10 enforcement agencies to report missing children or missing juvenile information 11 to the Missouri state highway patrol;

(3)] (2) "High risk missing person", a person who is missing and meets
one of the following characteristics:

(a) Is physically or mentally disabled to the degree that the person is
dependent upon an agency or another individual, or the person is in need of
medical attention or prescription medication;

17 (b) Is missing under circumstances indicating that the missing person's18 safety may be in danger;

(c) Is missing under involuntary or unknown circumstances; subject to the
provisions of paragraphs (a), (b), (d), (e), [and] (f), (g), and (h) of this
[subsection] subdivision;

(d) Is a child or juvenile runaway from the residence of a parent, legalguardian, or custodian;

(e) Is a child and is missing under circumstances indicating that the person was or is in the presence of or under the control of a party whose presence or control was or is in violation of a permanent or temporary court order and fourteen or more days have elapsed, during which time the party has failed to file any pleading with the court seeking modification of the permanent or temporary court order;

(f) Is missing under circumstances indicating that the person was or is in
the presence of or under the control of a party whose presence or control was or
is in violation of a permanent or temporary court order and there are reasonable
grounds to believe that the person may be taken outside of the United States;

(h) Any other characteristic that may, in the judgement of the
law enforcement agency, indicate that the missing person may be at
risk;

(g) Has been missing for more than thirty days;

(3) "Missing child" or "missing juvenile", any person who is under
the age of seventeen years, whose temporary or permanent residence

40 is in the state of Missouri or who is believed to be within the state of
41 Missouri, whose location has not been determined, and who has been
42 reported as missing to a law enforcement agency;

(4) "Missing child report", a report prepared on a standard form
supplied by the patrol for the use by private citizens and law
enforcement agencies to report missing children or missing juvenile
information to the patrol;

47 (5) "Missing person", any person who is missing regardless of
48 whether the person is a "high risk missing person";

49

[(4)] (6) "Patrol", the Missouri state highway patrol;

50

[(5)] (7) "Registrar", the state registrar of vital statistics.

43.401. 1. The reporting of missing persons by law enforcement agencies,
private citizens, and the responsibilities of the patrol in maintaining accurate
records of missing persons are as follows:

4 (1) A person may file a complaint of a missing person with a law 5 enforcement agency [having jurisdiction]. The complaint shall include, but need 6 not be limited to, the following information:

7

(a) The name of the complainant;

8

(b) The relationship of the complainant to the missing person;

9 (c) The name, age, address, and identifying characteristics of the missing 10 person, including, if known, birthmarks, moles, tattoos, scars, height and 11 weight, gender, race, current hair color and true or natural hair color, 12 eye color, prosthetics, surgical implants, cosmetic implants, physical 13 anomalies, blood type, a description of the clothing the missing person 14 was believed to be wearing, the items that might be with the missing 15 person, such as jewelry, accessories, shoes, or boots, or any other 16 distinguishing characteristics;

17

(d) The length of time the person has been missing;

(e) The missing person's driver's license and Social Security
numbers, if known, or other known numbers related to other forms of
identification;

21

(f) A recent photograph of the missing person;

(g) Information on the missing person's electronic
communications devices, such as cell phone numbers, social networking
login information, and email addresses;

25

(h) The reasons why the reporting person believes that the

26person is missing; 27(i) The name and location of the missing person's school or 28employer, if known; 29(j) The name and location of missing person's dentist or primary care physician, if known; 30 31(k) Any circumstances that may indicate that the disappearance 32was not voluntary; 33 (1) Any circumstances that indicate that the missing person may 34be at risk of injury or death; (m) A description of the possible means of transportation of the 35missing person, including make, model, color, license, 36 and identification number of a vehicle; 37 38 (n) Any identifying information about a known or possible abductor or person last seen with the missing person, including: 39 40 a. Name: 41 b. Physical description; 42c. Date of birth; d. Identifying marks; 43 e. The description of the possible means of transportation, 44 including the make, model, color, license, and identification number of 45a vehicle; 46 47f. Known associates; and 48 (o) All other information deemed relevant by either the complainant or 49 the law enforcement agency; 50(2) A report of the complaint of a missing person shall be immediately entered into the Missouri uniform law enforcement system (MULES) and the 5152National Crime Information Center (NCIC) system by the law enforcement agency receiving the complaint, and disseminated to other law enforcement agencies who 53may come in contact with or be involved in the investigation or location of a 54missing person; 55(3) A law enforcement agency with which a complaint of a missing child 56has been filed shall prepare, as soon as practicable, a standard missing child 5758report. The missing child report shall be maintained as a record by the reporting

59 law enforcement agency during the course of an active investigation;

60 (4) Upon the location of a missing person, or the determination by the law 61 enforcement agency of jurisdiction that the person is no longer missing, the law

6

7

62 enforcement agency which reported the missing person shall immediately remove 63 the record of the missing person from the MULES and NCIC files.

64 2. No law enforcement agency shall prevent an immediate active investigation on the basis of an agency rule which specifies an automatic time 65 limitation for a missing person investigation. 66

67

69 70

3. No law enforcement agency may refuse to accept a missing person report on the basis that: 68

(1) The missing person is an adult;

(2) The circumstances do not indicate foul play;

7172

(4) The person has been missing a long period of time;

(3) The person has been missing for a short period of time;

73(5) There is no indication that the missing person was in the jurisdiction served by the law enforcement agency at the time of the 74 75disappearance;

76 (6) The circumstances suggest that the disappearance may be 77 voluntary;

78 (7) The person reporting does not have personal knowledge of 79 the facts:

(8) The reporting individual cannot provide all of the 80 81 information requested by the law enforcement agency;

82 (9) The reporting person lacks a familial or other relationship with the missing person; or 83

84

(10) For any other reason.

4. All law enforcement agencies shall accept missing person 85 reports in person. Law enforcement agencies are encouraged to accept 86 reports by phone or by electronic or other media to the extent that 87 88 such reporting is consistent with law enforcement policies or practices.

89 5. The law enforcement agency shall notify the person making the report, a family member, or other person in a position to assist the 90 law enforcement agency in its efforts to locate the missing person: 91

92 (1) Regarding general information about the handling of the 93 missing person case or about intended efforts in the case to the extent 94 that the law enforcement agency determines that disclosure would not 95 adversely affect its ability to locate or protect the missing person or to 96 apprehend or prosecute any person criminally involved in the disappearance; 97

98

(2) That the person making the report or other necessary person

SB 1087

99 should promptly contact the law enforcement agency if the missing 100 person remains missing to provide additional information and 101 materials that will aid in locating the missing person. The law 102 enforcement agency should also notify the person of the specific 103 information or materials needed, such as credit or debit cards the 104 missing person has access to, other banking information, and records 105 of phone use;

(3) That the law enforcement agency will notify the person
making the report that any DNA samples provided for the missing
person case are provided on a voluntary basis and will be used solely
to help locate or identify the missing person and will not be used for
any other purpose;

111 (4) That the law enforcement agency is encouraged to make 112 available informational materials through publications or electronic or 113 other media that advise the public about how the information or 114 materials identified in this subsection are used to help locate or 115 identify missing persons;

116 (5) Information regarding one of two resources, based upon the 117age of the missing person. If the missing person is seventeen years of age or younger, the law enforcement agency shall provide contact 118 information for the National Center for Missing and Exploited Children. 119 120 If the missing person is eighteen years of age or older, the law 121enforcement agency shall provide contact information for organizations that assist families of missing adults, such as organizations 122 123participating in the Association of Missing and Exploited Children's 124**Organizations.**

1256. Local law enforcement agencies shall make use of all available 126tools, resources, and technologies available as applicable to resolve a missing person case. This includes assistance from other law 127128enforcement agencies, whether at a local, state, or federal level, nonprofit search and rescue organizations, which may provide at no 129130charge trained animal searches, use of specialized equipment, and man trackers, services provided by the National Center for Missing and 131Exploited Children and other qualified organizations, cell phone 132triangularization and tracking, the subpoena of cell phone, land line, 133internet, email, and social networking website records, and technology 134experts to examine any available information gleaned from a computer 135

8

136 belonging to or used by the missing person.

137 7. If a person remains missing after thirty days, and the
138 additional information and materials specified in this section have not
139 been received, the law enforcement agency shall attempt to obtain:

(1) DNA samples from family members and the missing person
along with any needed documentation, including any consent forms,
required for the entry of the information into state or national DNA
databases;

(2) An authorization to release dental or skeletal x-rays of the
missing person, and any other medical and dental records of the person
reported missing, to the law enforcement agency making the initial
report and to the patrol;

(3) Any additional photographs of the missing person that may
aid the investigation or identification. The law enforcement agency
shall not be required to obtain written authorization before it publicly
releases any photograph that would aid in the investigation or
identification of the missing person;

(4) Fingerprints of the missing person, which are to be entered
into the Integrated Automated Fingerprint Identification System
maintained by the Federal Bureau of Investigation.

8. All DNA samples obtained in missing persons cases shall be immediately forwarded to an appropriate crime laboratory for analysis. The laboratory shall establish procedures for determining how to prioritize analysis of the samples relating to missing persons cases.

9. Information collected under subsection 7 of this section that
is relevant to the Federal Bureau of Investigation's Violent Criminal
Apprehension Program shall be entered as provided under subsection
7 of this section as soon as possible.

165 10. Subsection 7 of this section shall not be interpreted to 166 preclude a law enforcement agency from attempting to obtain the 167 materials identified in subsection 7 of this section before the expiration 168 of the thirty-day period.

43.402. 1. The superintendent of the patrol shall organize a missing
2 persons unit within the patrol, which unit shall be the central repository for this
3 state for information regarding missing persons. The head of this missing person
4 unit shall, with the approval of the superintendent of the patrol, establish the

5 services deemed necessary to aid in the location of missing persons including, but

6 not limited to, the following:

7 (1) Collecting and disseminating information regarding missing persons8 in order to assist in locating such persons;

9 (2) Establishing a system of interstate and intrastate communication of 10 information relating to children determined to be missing by the parent, 11 guardian, or legal custodian of the child, or by a law enforcement agency;

(3) Providing a centralized file for the exchange of information on missing
children with appropriate private or federal agencies which serve as national
coordinators of missing children incidents;

(4) Assisting in the investigation of reports of missing persons by auniformed or commissioned member of the patrol.

172. Upon the initial receipt of a missing person report, the law enforcement agency shall immediately determine whether there is a 18 19 basis to determine that the missing person is a high risk missing person. If a law enforcement agency has previously determined that a 20 missing person is not a high risk missing person, but obtains new 2122information, it shall immediately determine whether the information provided to the law enforcement agency indicates that the person is a 2324high risk missing person. Risk assessments identified in this subsection shall be performed no later than twenty-four hours after the 2526initial missing person report or the new information was provided to 27the law enforcement agency.

3. When the law enforcement agency determines that the missing person is a high risk missing person, it shall notify the missing persons unit. The law enforcement agency shall immediately provide to the missing persons unit the information most likely to aid in the location and safe return of the high risk missing person, and shall provide as soon as practicable all other information obtained relating to the missing person case.

4. The missing persons unit shall promptly notify all law enforcement agencies within the state and surrounding region of the information that will aid in the prompt location and safe return of the high risk missing person.

5. The local law enforcement agencies who receive the
notification from the missing persons unit shall notify officers to be on
the look out for the missing person or a suspected abductor.

426. The responding local law enforcement agency shall immediately enter all collected information relating to the high risk 43missing person case in available state and national databases regarding 44 missing persons. If the responding local law enforcement agency does 45not have the capability to enter this data directly in the state and 46 47national databases, the missing persons unit shall immediately enter all collected information relating to the high risk missing person case in 48 the available state and national databases. The information shall be 49 provided in accordance with applicable guidelines relating to the 50databases. The information shall be entered as follows: 51

52(1) A missing person report in a high risk missing person case and relevant information provided in the report shall be entered in the 53National Crime Information Center database immediately, and no more 54than two hours of the determination that the missing person is a high 55risk missing person. All other missing person reports and relevant 56information provided in the report shall be entered within twenty-four 57hours after the missing person report is received. Supplemental 58information in high risk missing person cases shall be entered as soon 5960 as practicable;

61 (2) All DNA profiles shall be uploaded into any state or national
62 missing persons databases after completion of the DNA analysis and
63 other procedures required for database entry;

64 (3) Information relevant to the Federal Bureau of Investigation's
65 Violent Criminal Apprehension Program and the National Missing and
66 Unidentified Persons System shall be entered as soon as possible;

(4) In cases of high risk missing persons who are at least eighteen years of age, but no older than twenty years of age, per the mandates of federal Suzanne's Law (Pub. L. 108-21, Title II, Section 204), the responding local law enforcement agency shall contact the National Center for Missing and Exploited Children and request that the case be entered into its database and the photograph and information of the high risk missing person be displayed on its website.

74 7. The missing persons unit shall ensure that any person 75 entering data relating to fingerprints, medical, dental, or other records 76 in state or national databases are specifically trained to understand 77 and correctly enter the information into the databases. The missing 78 persons unit may either use persons with specific expertise in

18

fingerprints, medical, dental, or other records for this purpose or consult with a medical examiner, forensic anthropologist, or an odontologist to ensure the accuracy and completeness of information entered into the state and national databases.

43.410. 1. Every county coroner or medical examiner promptly shall furnish the Missouri state highway patrol with copies of fingerprints on 2 standardized fingerprint cards, personal descriptions and other identifying data, 3 including date and place of death, of all deceased persons whose deaths are in a 4 classification requiring inquiry by the coroner or medical examiner where the 5deceased is not identified or the coroner or medical examiner is not satisfied with 6 the decedent's identification. In any case where it is not physically possible to 7 8 furnish prints of the ten fingers of the deceased, prints or partial prints of any 9 fingers with other identifying data shall be forwarded by the county coroner or 10 medical examiner to the highway patrol.

2. In addition to the foregoing provisions of this section, the countycoroner or medical examiner shall:

(1) Cause a dentist to carry out a dental examination of the
deceased. The coroner or medical examiner shall forward the dental records to
the Missouri state highway patrol on a form supplied by the highway patrol for
such purpose;

17 (2) Obtain skeletal X-rays of the deceased;

(3) Obtain samples of tissue suitable for DNA typing, if possible;

19 (4) Obtain samples of whole bone, hair, or other material suitable
20 for DNA typing, if possible.

213. The Missouri state highway patrol shall compare the fingerprints 22received from the county coroner or medical examiner to fingerprints on file with 23the Missouri state highway patrol or with other law enforcement agencies for 24purposes of attempting to determine the identity of the deceased. Other 25descriptive data supplied with the fingerprints shall also be compared to records concerning missing persons. The highway patrol shall submit the results of the 26comparisons to the appropriate coroner or medical examiner and if a tentative or 2728positive identification is made, to the law enforcement authority which submitted 29the report of the missing person.

4. When any person makes a report of a missing child to a law
enforcement authority, the authority shall request a member of the family or next
of kin of the missing child to authorize the release of the medical and dental

records of the person reported missing to the law enforcement agency making theinitial report and to the Missouri state highway patrol.

5. The Missouri state highway patrol shall compare the dental records received from the coroner or medical examiner to dental records of missing children on file with the highway patrol or other law enforcement agency. The department shall submit the results of the comparison to the coroner or medical examiner and if a tentative or positive identification is made, to the law enforcement authority which submitted the report of the missing child.

6. No county coroner, medical examiner, or any other person shall dispose of or engage in actions that will materially affect the deceased person before the coroner or medical examiner obtains the samples and information required under this section.

The county coroner, medical examiner, or the patrol shall seek
support from appropriate state and federal agencies for human remains
identification efforts. Such support may include available
mitochondrial or nuclear DNA testing, federal grants for DNA testing,
or federal grants for crime laboratory, coroner, or medical examiner
office improvement.

51 8. The county coroner, medical examiner, or other agency 52 designated by the patrol shall promptly enter information in national 53 and state databases that can aid in the identification of missing 54 persons. Information shall be entered into national databases as 55 follows:

(1) Information for the National Crime Information Center,
including dental information shall be entered within twenty-four hours;
(2) DNA profiles and information shall be entered into the
National DNA Index System within five business days after the
completion of the DNA analysis and procedures necessary for the entry

61 of the DNA profile;62 (3) Information

63

64

Program shall be entered into the database as soon as practicable; and(4) Fingerprints and dental information shall be entered into the

(3) Information sought by the Violent Criminal Apprehension

65 appropriate state and national databases as soon as possible.

9. If the county coroner or medical examiner does not input the data directly into the national databases, the missing persons unit shall consult with the coroner or medical examiner to ensure that the data entry personnel have been appropriately trained to establish a quality $\,70\,$ $\,$ assurance protocol for ensuring the ongoing quality of the data entered

71 into the national and state databases.

72 10. Nothing in this section shall be interpreted to preclude any county coroner or medical examiner, the patrol, or a local law 7374enforcement agency from pursuing other efforts to identify unidentified human remains, including efforts to publicize information or 75disseminate descriptions or photographs that may aid in the 76 identification of the unidentified remains, to allow family members to 77 78identify the missing person, or to protect the dignity of the missing 79 person.

80 11. Any person with custody of human remains that are not 81 identified within twenty-four hours of discovery shall promptly notify 82 the patrol of the location of those remains. If the person with custody 83 of remains cannot determine whether the remains are human, it shall 84 notify the patrol of the existence of possible human remains.

12. Agencies handling the remains of a missing person who is determined to be deceased shall notify the law enforcement agency handling the missing person case. Documented efforts shall be made to locate family members of the deceased person to inform them of the death and location of the remains of their family member.

1