



# Contents

Section 1: Intent and Purpose.....	<u>3</u>
Section 2: Statement of Cooperation .....	<u>3</u>
Section 3: Team Composition.....	<u>4</u>
Section 4: Resources .....	<u>5</u>
Section 5: Identification Apparel .....	<u>5</u>
Section 6: Meeting and Training Requirements .....	<u>5</u>
Section 7: Authority and Response Criteria.....	<u>5</u>
Section 8: Team Activation .....	<u>6</u>
Section 9: Assignments and Responsibilities.....	<u>7</u>
Section 10: Critical Incident Briefings.....	<u>11</u>
Section 11: Media Relations .....	<u>12</u>
Section 12: Property and Evidence .....	<u>12</u>
Section 13: Legal Guidance .....	<u>12</u>
Section 14: Volunteers .....	<u>13</u>
Section 15: Reunification.....	<u>13</u>
Section 16: Team Deactivation .....	<u>13</u>
Section 17: Debriefing and After Action Report (AAR) .....	<u>14</u>
Section 18: Complaints Against CART Members.....	<u>14</u>
Section 19: Copy of CART Protocol to Members .....	<u>14</u>
Section 20: Term.....	<u>14</u>
Signature Page .....	<u>16</u>

# **LAKE SUPERIOR CHILD ABDUCTION RESPONSE TEAM (CART)**

## **STANDARD OPERATING PROTOCOL**

### **Section 1: Intent and Purpose**

The purpose of this Standard Operating Protocol is to establish an inter-agency child abduction team that will respond to abducted, as well as missing and endangered child cases, as set forth by certain criteria.

When a child is abducted, time becomes a critical factor in effecting a safe rescue. Rapid response requires pre-identified multi-agency resources, an operation plan and protocols, and a well-equipped, trained, and prepared team.

In an effort to enhance each agency's ability to respond quickly and effectively to a missing or abducted child, agencies in the Lake Superior region have joined together to establish an inter-agency Lake Superior Child Abduction Response Team (CART).

The principal mission of the Child Abduction Response Team is the rescue of abducted children and the location of otherwise missing children whose safety may be endangered. An equally important goal is the successful prosecution of an abductor. The latter requires close coordination with prosecuting authorities, both in state and federal courts. Member agencies of the Child Abduction Response Team are obligated to coordinate their efforts in such a way as to support the efficient prosecution of cases. Civil and/or administrative actions derived from Child Abduction Response Team operations are likewise to receive coordinated support efforts from team members.

Principal goals of the Lake Superior CART:

1. Establish and maintain standards to respond to child abductions and endangered missing child events
2. Increase effectiveness during CART activation
3. Establish standards for teamwork, interagency cooperation, and unified response
4. The rescue and safe return of abducted or missing children through dedicated and intensive investigative, preventative, and general law enforcement efforts
5. The arrest and successful prosecution of criminal abductors

### **Section 2: Statement of Cooperation**

The Lake Superior CART is comprised of members from Douglas County Sheriff's Office, St. Louis County Sheriff's Office, Duluth Police Department, Superior Police Department, Carlton County Sheriff's Office, and multiple police agencies in those cities and counties, representatives

from the local District Attorney's offices/County Counsel offices, agents from local child abuse investigative agencies, and various other local, state and federal stakeholders who have committed resources to respond to a child abduction or endangered missing child event.

This interagency approach will significantly enhance the ability of individual agencies to respond to a missing or abducted child by:

- Maximizing benefit from shared financial and personnel resources
- Providing access to specialized equipment and devices
- Integrating unique investigative, prosecutorial, child victim, and community expertise
- Assuring family and community that all appropriate resources are integrated and focused on successful rescue of the child

### **Section 3: Team Composition**

The Sheriffs, Chiefs of Police or administrator of the member agencies shall appoint at least one person to serve on the Lake Superior CART Steering Committee. The Lake Superior CART Steering Committee will appoint a CART Coordinator and four Assistant Coordinators who will each serve a term of two years. The elections of these positions will be conducted every two years by the members of the Steering Committee.

Each CART member agency agrees to dedicate individuals for training, organizational and preparedness meetings, and response to a call for assistance for an incident of child abduction or endangered missing child event. Furthermore, each agency shall provide insurance, as well as covering negligent acts and omissions, of its own personnel assigned to CART. Assigned personnel should be employees or affiliated volunteers in good standing with their member agency.

Upon the confirmation of a missing and/or abducted child the Chief of Police, Sheriff, or their designee, from that jurisdiction may request assistance from CART by contacting the CART Coordinator or Assistant Coordinator.

CART will normally function as a force multiplier for the requesting agency, while the requesting agency will remain as the lead agency in overall control of the investigation. The lead agency may defer to the expertise and guidance of the CART supervisor(s) during the investigation. The participating CART member agencies stipulate that in the event a significant investigative or jurisdictional dispute should arise, the issue will immediately be brought to the attention of the relevant agency's Chief of Police or Sheriff, or their respective designees, for resolution.

The participating CART member agencies stipulate that they will allow their CART representative(s) to respond to the requesting agency for a minimum of Two (2) working days, or at the successful conclusion of the case, whichever is less. Should the investigation require a commitment for longer than the two (2) working days, the CART Operational Coordinator in charge, or his/her designee, shall make a request to the participating member agencies for an

additional commitment. The Chiefs of Police and Sheriffs of the responding agencies may recall their personnel at any time regardless of the original commitment.

#### **Section 4: Resources**

The resource tracker system can be utilized to maintain a current list of all available resources possessed by local governmental agencies that can be utilized to assist in the event of a CART activation or any other emergency event. Each CART member agency should work with the CART Coordinator and each other to ensure that the resource tracker system is being used to track an inventory of available resources such as aviation or aquatic equipment, dive teams, GPS tracking, personnel with special expertise, K-9 tracking dogs, translators, communications equipment, mobile command units, ATVs, etc.

Requests for personnel and resources shall be handled consistent with existing mutual aid agreements.

#### **Section 5: Identification Apparel**

Identification apparel and/or identification cards will be issued to all sworn and non-sworn CART members. The apparel and/or cards will be color coded to represent sworn and non-sworn members and shall follow a consistent format. Issuance shall be the responsibility of the CART Team.

All identification apparel and/or identification cards shall be collected from CART members at such time as the member is no longer an active participant in CART, or when the member leaves the employment of the member's agency.

#### **Section 6: Meeting and Training requirements**

In order to enhance the cohesiveness of the CART members to work together as a team in the event of an activation, CART will meet at least once a quarter and should hold at least one tabletop or field exercise annually. The tabletop or field exercise can count as a quarterly meeting. The CART Coordinator and/or Assistant Coordinators will be responsible for planning the quarterly meetings, ensuring that CART members receive appropriate training, and that the Lake Superior CART maintains its operational readiness. It is the responsibility of each CART member agency to keep their CART member employee's training records and specialized certifications current.

#### **Section 7: Authority and Response Criteria**

Requests for personnel and resources shall be handled consistent with existing mutual aid agreements. The CART member agencies are agreeing to the provision of additional personnel, equipment, or expertise by one law enforcement agency for the primary benefit of another law enforcement agency to assist in responding to a CART activation for a missing or abducted

child/young adult. CART members are authorized to investigate the abduction or endangerment of children/young adults within the Lake Superior CART region upon the request of the member agency's Chief of Police, Sheriff or designee. The occurrence of any of the following predicate incidents may initiate investigative and forensic involvement, assistance, or coordination by CART members:

1. The non-family abduction of a minor child (under the age of 18)
2. The family abduction of a minor child (under the age of 18) with endangerment circumstances
  - a. These circumstances must clearly be articulated to the CART Coordinator or his/her designee in order to activate the team members
  - b. The child's disappearance or abduction shall meet the endangerment criteria if the child's life or well-being is perceived to be at risk (due to violence or health conditions), or if the identified parental abductor has a potential for violence or could endanger the child
3. Any other abduction or missing child/young adult investigation that requires immediate response in order to protect the well-being of a child or young adult

### **Section 8: Team Activation**

To initiate a request for assistance, the requesting agency's Chief of Police or Sheriff, or his/her respective designee, should contact the CART Coordinator, or his/her designee, who will approve or disapprove the request based upon the activation criteria. If the activation is approved, then the CART Coordinator, or his/her designee, will initiate activation of the CART members.

If a CART member, other than the CART Coordinator, receives the initial request for assistance, the member should contact the CART Coordinator, or his/her designee, and forward the request agency's information.

Whenever practical, CART members will be notified in advance of a potential activation and be requested to remain on standby. Once the decision is made to activate, the CART Coordinator will establish a staging location and ensure that notification is made to all CART members. In some cases, only a portion of the team may initially be required to respond.

CART members should make efforts to respond immediately upon receiving notification of team activation, with attempts by all members to respond within 30 minutes to one hour.

The CART Coordinator shall ensure an up-to-date list of all CART members and their contact information is maintained for notification purposes.

The CART Coordinator is responsible for CART activations and making notification.

When the CART Coordinator receives a request for CART assistance, he/she will immediately establish and document the following:

1. Identity of the person calling and the agency requesting assistance
2. Date and time of the call/request for assistance
3. Date and time the incident occurred
4. Location of and directions to the incident
5. Brief synopsis of the incident
6. Callback number where the caller can be immediately reached

Prior to activation, it is recommended that each CART member agency assemble appropriate response supplies and equipment for use until a mobile command post can be established. Items that an agency may consider including in a response kit include:

- Copies of forms and/or document templates of investigative forms
- Notepads and pens/pencils
- Dry erase boards and markers
- Local and regional maps

### **Section 9: Assignments and Responsibilities**

With the Lake Superior CART being made up of numerous members from multiple agencies, each with individual capabilities and assignments, responsibilities for individual members may change with each activation.

#### **A. CART COORDINATOR:**

The CART Coordinator will be responsible for all of the activities of the LS CART, including, but not limited to the following:

1. Oversight of CART development
2. Coordinate the CART quarterly meetings
3. Ensure that CART members receive appropriate training
4. Ensure the Lake Superior CART maintains its operational readiness
5. Make the decision on CART activation and contact the appropriate CART members for the situation

#### **B. ASSISTANT CART COORDINATOR**

1. Assist CART Coordinator in all respective duties.
2. Make the decision on CART activation and contact the appropriate CART members for the situation when the CART Coordinator is not available.

**C. LEAD AGENCY INCIDENT COMMANDER (w/CART Coordinator):**

The Incident Commander will be responsible for directing the investigation. The Incident Commander, with the assistance of the Lake Superior CART Coordinator, will be tasked with oversight of the following:

- a. Investigator assignments
- b. Communication Center coordination
- c. Analytical assignments
- d. Logistics assignments
- e. Resource allocation
- f. Investigative organization
- g. Media coordination
- h. Overall team coordination
- i. Team briefing coordination, to include:

1. Every 4-8 hours (during the first 24 hour period) briefings will take place, or as case circumstances dictate; the following will be discussed:

- a. Investigative team issues
- b. Witness statements
- c. Officer statements
- d. Amber Alert status
- e. Communication Center reports
- f. Incident Command issues
- g. Evidence collected and its status pending analysis (turnaround time)
- h. Issues or items that need revisiting (i.e. aerial photographs, computer assisted sketching, etc.)
- i. Legal issues
- j. Resources assignments and needs
- k. Media issues and utilization

2. A 72-hour briefing shall be conducted to discuss the following:

- a. Case progress
- b. Coordination of any unresolved evidence and legal issues
- c. Ensure all leads are being pursued
- d. Discussion related to continuation of team activation

**D. PUBLIC INFORMATION OFFICER (PIO):**

The Public Information Officers may consist of a representative from the requesting agency and/or a LS CART member and will have the following assigned duties:

1. Provide a liaison to all major media outlets
2. Handle all department press releases
3. Prepare all department press conferences
4. Facilitate all media interviews with department and LS CART personnel

The PIO will work closely with the Logistics Coordinator and the officer assigned to set up and monitor the media staging area. The staging area will be located away from the command center so investigators are not constantly approached by representatives of the media and the integrity of the investigation is not compromised.

**E. REQUESTING AGENCY LEAD INVESTIGATOR (W/CART INVESTIGATIVE COORDINATOR):**

The requesting agency lead investigator will be responsible for directing the investigation. The lead investigator, with the assistance of the Lake Superior CART Coordinator, will be tasked with oversight of the following

1. Oversee all of the investigative assignments, leads, and case investigative activity
2. Brief the CART Coordinator and incident commander on all significant developments
3. Consult with the CART Coordinator and other relevant parties on all investigative matters and requirements
5. Prepare for the four-hour briefings incorporating facts, witness statements, photos, and a draft timeline of events

**F. INVESTIGATIONS SECTION – Responsible for managing all investigative operations at an incident**

1. Special Investigations Coordinator: Oversees all special investigative teams to include, but not limited to, the sex offender team, ICAC and computer forensic team, the probation and parole team, and the social services team.
2. Investigative Leads Follow Up Teams: Comprised of law enforcement officers who follow up on all credible leads.
3. Crime Scene(s) Team: Responsible for crime scene processing, the coordination with other agency's crime scene efforts, and the collection/preservation of evidence

4. Interview Team(s): Responsible for coordinating the interviews of all suspects, witnesses, and victims; including child forensic interviews
5. Family Liaison and Victim Advocacy Coordinator: Responsible for coordinating law enforcement officers assigned to the victims family and managing all victim advocacy resources (i.e. chaplain, social services)
6. Family Liaison Officer: Positioned at the victim's residence and responsible for coordination/liaison efforts with family members [An example of liaison efforts would be to present the family with questions from the law enforcement agency administrator, incident commander, investigators, media, and relate those responses to the aforementioned individual(s)]
7. Victims Advocate: Responsible for coordinating all advocate activities for the victim at time of rescue and for family members as needed

**G. SEARCH SECTION** – Responsible for search services for the incident

1. Search Coordinator: CART representative responsible for the oversight of all search operations
2. Search and Rescue Team: Responsible for terrain and water searches
3. Special Resource Coordinator: Responsible for all special search operations to include the dive team, civil air patrol, federal search assets, LEO K9 Teams and local fire and rescue assets
4. LEO Canvassing Coordinator: Responsible for all canvassing operations to include neighborhood canvassing teams, vehicular canvassing teams, and hasty canvassing team
5. Search Coordinator: Responsible for determining the areas to be searched outside of the scope of the neighborhood and traffic canvasses, ensuring that those areas are searched, and coordinating all search mechanisms and search team resources to be utilized
6. Traffic/Neighborhood Canvas Coordinator: Responsible for coordinating the identification of all residential and business addresses in the area of the child's last known location and child's residence, ensuring that all individuals located at each address are identified and interviewed, and that the interior and exterior of all addresses, including all vehicles, are searched. Also responsible for coordinating the identification of all individuals utilizing a vehicle to travel through the area of the child's last known location and the searching of those vehicles.

**H. LOGISTICS SECTION** – Provides all incident support needs (Facilities, Transportation, Communications, Supplies, Equipment Maintenance, Food Services, Medical Services, Volunteer Management and all Off-Incident Resources)

1. Logistics Coordinator: Responsible for overseeing all logistics operations

2. Communications Dispatch Liaison: Responsible for coordinating all communication efforts related to the incident to include information technology services
  3. Equipment and Resource Coordinator: Responsible for the set up and operation of all equipment and resources to include field command vehicle, CART resources (canvassing kits, vest, etc.), survival resources (food, water, shelter, toilets)
  4. Volunteer Management Coordinator: Responsible for coordinating all volunteer efforts to include roles, assignments and background checks
  5. Media Liaison: Responsible for maintaining close communication with PIO and for designating and coordinating staging for media events and the possible utilization of the media in the investigation
- I. INTELLIGENCE SECTION** – Responsible for all intelligence operations to include Leads Management, Call Center, AMBER Alert, State Clearinghouses, NCMEC Team Adam, etc.
1. Intelligence Coordinator: Responsible for coordinating all intelligence operations and keeping in close communication with Incident Commander, LS CART Coordinator and Lead Investigator
  2. State Clearinghouse Liaison: Responsible for working closely with the Intelligence Coordinator in order to determine which Clearinghouse resources should be utilized, acting as the liaison between LS CART members and those resources, and as the liaison between NCMEC Team Adam and CART members
  3. Attorney Representative: Responsible for all legal issues, to include obtaining court orders, search warrants, tracking devices, and subpoena issuance
  4. Leads Management Coordinator: Responsible for coordinating all leads and tips and the dissemination of leads/tips information to the CART members
  5. Call Center Coordinator: Responsible for overseeing the volunteer call center and ensuring all leads are passed on to the Leads Management Coordinator
- J. ADDITIONAL ASSIGNMENTS**: Recognizing the need, based upon the scale and scope of an event, additional assignments may become necessary during activation. Such assignments will be made by the CART Coordinator.

## **Section 10: Critical Incident Briefings**

- A. Briefings should be held every four (4) hours during the first twenty-four (24) hour period. Additional critical incident briefings should be conducted as appropriate based on investigative activities. All coordinators should be present at the briefings in order to provide an update regarding their component of the incident.
- B. During the briefings, the following will be discussed:

1. Investigative team issues/progress
  2. Witness statements
  3. Officer statements
  4. Amber Alert status
  5. Incident Command issues
  6. Evidence collected and its status/pending analysis (“turnaround time”)
  7. Issues or items that need revisiting, i.e. aerial photographs, computer assisted sketching, etc.
  8. Legal issues
  9. Resource assignments and needs
  10. Media issues and utilization
  11. Input from Victims Advocate and/or Family Liaison
- C. A briefing should be conducted for all parties after each 72-hour period. During the 72 hour briefing, the following should be reviewed:
1. Case progress
  2. Coordinate any unresolved evidence and legal issues
  3. Ensure all leads are being pursued
  4. Ensure timely completion of investigative incident documentation
  5. Discussion related to continuation of team activation

### **Section 11: Media Relations**

The responsibility for media releases rests with the requesting agency where the abduction occurred. The designated Public Information Officer of the requesting agency may work closely with the CART Public Information Officer Coordinator and CART Coordinator. Information will not be released to the media without those CART supervisors approving the content in regards to its potential consequences on the successful outcome of the case.

### **Section 12: Property and Evidence**

All property and evidence, including currency, seized in connection with state violations pursuant to this agreement will be processed and maintained by the requesting agency in accordance with the requesting agency’s policy relating to the handling of evidence/currency. Forfeiture actions based upon seizures made by CART members during the investigation may be pursued in either state or federal actions. Forfeited assets shall remain with requesting agency or as otherwise determined by statutory law or written agreement.

### **Section 13: Legal Guidance**

Members of the local District Attorney and County Counsel offices may be present to provide legal advice to CART, acting as advisors only and providing guidance in reviewing arrest

warrants, search warrants, and to address other legal questions that may arise during an investigation and/or child recovery. Any legal advisor from a District Attorney or County Counsel's office shall not become involved in any investigative capacity.

#### **Section 14: Volunteers**

It shall be at the discretion of the lead agency on whether or not to utilize civilian volunteers. Should an agency choose to utilize civilian volunteers during a CART activation, the volunteer must meet one of the following requirements:

- A. Be a recognized law enforcement volunteer, already working with a law enforcement agency and having already been vetted; or
- B. Must provide a valid driver's license or picture ID issued by a governmental agency, be age 18 or older, complete a registration and waiver of liability form, and pass a criminal background check

Once meeting the standards under items A or B above, all volunteers must wear CART identification provided by CART during an activation. The CART Volunteer Coordinator is responsible for maintaining a log of all volunteers during the activation.

#### **Section 15: Reunification**

Upon recovery of a missing or abducted child, members of the CART team should consult with all involved parties, including the child's parents. The primary goal in the reunification of the child with the family should be in the interest and welfare of the child. Consideration in the reunification should involve the child's medical needs, collection of forensic evidence, the need for a forensic interview, and the family's wishes. Reunification should be accomplished through discussions involving the stakeholders to find the best resolution of the incident and the welfare of the child.

When appropriate, the child should be interviewed by trained forensic interviewers. Additionally, should the child need any medical treatment, the child should be taken to the closest recognized children's medical facility or hospital.

Acknowledging the wishes of any media in the recovery and reunification of a lost or abducted child shall be weighed against the wishes of the family and the family's desires. Should the family wish to address the media, it should be coordinated between the family, the CART Team and the requesting agency.

#### **Section 16: Team Deactivation**

When a child has been recovered or located, the CART Team shall be notified through the same system used for activations. When each CART member receives the notification, the member should contact the CART Coordinator in charge to confirm recovery of the child or that the child has been located. The CART Coordinator in charge will then account for each team member.

### **Section 17: Debriefing and After Action Report (AAR)**

At the conclusion of each activation, the CART Coordinator in charge will contact the requesting agency to arrange a date/time for a debriefing within 72 hours of the team's deactivation. Participants will include the involved requesting agency personnel and CART members. Information discussed in the debriefing will be compiled in an After Action Report (AAR) by the CART Coordinator in charge of that activation. Copies of the AAR will be forwarded to the CART Coordinator, who will then distribute copies to the Chiefs of Police and Sheriffs of the CART member agencies. A copy of the report will be supplied to the requesting agency upon request. Results of the AAR action items will be reviewed at the next quarterly CART meeting.

### **Section 18: Complaints Against CART Members**

Whenever a complaint has been lodged as a result of CART efforts, the CART Coordinator shall ascertain at a minimum:

- A. The identity of the complainant, address where the complainant can be contacted, the nature of the complaint, any supporting evidence or facts as may be available, including the names and addresses of witnesses to that conduct about which the complaint is made, the identity of the CART member(s) accused, and the employing member agency/agencies of the CART member(s) accused.
- B. The CART Coordinator will promptly provide to each affected employing member agency the above information for administrative review and appropriate handling or disposition. Each affected employing member agency shall, upon completion of said review, notify the CART Coordinator of its findings and any actions taken.

The CART Steering Committee may request that a particular CART member no longer be allowed to participate in CART trainings or activations. Upon receiving the request, the employing member agency shall promptly terminate said person's participation in the CART trainings or activations.

### **Section 19: Copy of CART Protocol to Members**

When this Standard Operating Protocol is fully executed, a copy shall be provided to each CART member so that each team member may be fully aware of the powers, limitations, and expectations applicable to CART members and operations.

## **Section 20: Term**

This Standard Operating Protocol shall be effective upon signature of the department heads of the member agencies of the Lake Superior Child Abduction Response Team. As each additional agency executes this Standard Operating Protocol, it shall be effective as to the newly joined agency. This Standard Operating Protocol may be duplicated for dissemination to all parties, and such duplicates shall be of the same force and effect as the original. Execution of this Standard Operating Protocol may be signified by properly signing a separate signature page, the original of which will be forwarded to, and maintained by, the CART Coordinator.

This Standard Operating Protocol shall remain in full force as to all participating parties unless terminated in writing by all parties. Any party may withdraw from this Standard Operating Protocol and the Lake Superior CART by providing written notice to the CART Coordinator and all other participating parties. Any written withdrawal shall be forwarded to the CART Coordinator.

**Lake Superior Child Abduction Response Team (CART) Signature Page**